Cityplan '91

JUNE 1991

PROPOSALS
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RECOMMENDATIONS

THE CITY OF TORONTO PLANNING AND DEVELOPMENT DEPARTMENT

Cityplan 91 Proposals Recommendations

June 1991

City of Toronto
Planning &
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Department

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PREFACE

This document includes all of the proposed Official Plan statements contained in the Cityplan '91 Proposals Report released in June, 1991. This document will help the reader find the relevant Official Plan proposals without the need to search through the larger Proposals Report. The Cityplan '91 Proposals Report is intended to promote a lively public debate about the direction of future growth in the City and this summary is intended to help foster that discussion.

After scrutiny and discussion in the public arena, Council will consider – and almost certainly make changes to the proposed Official Plan Policy statements. The statement that Council eventually adopts will amend and become part of the City's existing Official Plan. In some instances, such as the Environment, new chapters would likely be added, while other existing chapters of the Plan dealing with matters such as housing, transportation and the regulatory system would likely be amended. Until the new statements are debated and adopted by Council they are simply proposals and have no legal standing.

We hope this document is of use to you in reviewing the Cityplan '91 Proposals.

R Millward

Robert E. Millward
Commissioner

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REGIONAL CONTEXT

The Intensification of Urban Development and Protection of Greenlands in the Greater Toronto Area

1 It is Council's goal to promote an environmentally-sensitive approach to development throughout the Greater Toronto Area to reduce the rate of urban development of agricultural lands and natural areas, curb urban sprawl and make better use of municipal infrastructure. To this end, and where it is appropriate as set out in this Plan, it is Council's policy to promote more intensive development of the existing urban fabric.

Doing Our Share: Residential Intensification in the City of Toronto

2 It is Council's goal to plan for balanced growth. To this end, it is Council's policy to plan for an overall population level of at least 725,000 within the City of Toronto by the year 2011.

Limiting Commercial Growth to Transit-Oriented Centres in the Greater Toronto Area

3 Council reaffirms the unique role of the Central Area's Financial District in the regional, provincial and national economies, particularly in the financial services sector. At the same time, it is Council's policy to support the appropriate intensification of commercial development throughout the Greater Toronto Area in nodes and centres which are well-served by public transit.

ENVIRONMENT

General Environmental Principles

4 Council recognizes that Toronto's residents, workers, and visitors have the right to an environment that is protective of their health and well-being, and that Toronto's residents, workers, and visitors also have the responsibility to maintain the environment for future generations.

5 Council recognizes that certain activities within the City may have adverse ecological, environmental and public health impacts both within and beyond the City's boundaries. Accordingly, it is the policy of Council that the City and the citizens of Toronto seek to reduce the magnitude and frequency of such adverse environmental impacts on the City environment, the regional environment, and the global environment.

6 It is the policy of Council to:

i) protect and enhance **Natural Areas**;

ii) conserve natural resources so as to attain a sustainable environment; and

iii) evaluate and promote protection and conservation measures by an ecosystem approach to the planning process.

7 It is the policy of Council to promote such environmental standards which are, in its opinion, of the highest possible merit. Council recognizes that, while many of the acknowledged environmental issues and concerns of the present day should preferably be addressed by other levels of government, it is imperative in the absence of adequate policies and actions of senior levels of government that Council:

i) encourage the higher levels of government to put suitable policies, legislation, standards, and programs in place;

ii) address and attempt to rectify the issues and concerns to the fullest extent of its powers; and

iii) seek clarification and further powers from senior levels of government to define and reinforce the ability of the City of Toronto to address environmental issues and concerns.

Air Quality

8 Council shall endeavour to improve air quality in the City of Toronto by taking appropriate action to reduce air pollution. In this regard, Council shall also endeavour to ensure that activities within and outside the City of Toronto do not have a negative impact on air quality.

9 Council shall take measures it considers appropriate and within its powers to encourage the reduction in the quantity of carbon based fuels used in any activity within the City including the operation of vehicles and buildings, and any activity that supports City life but which may occur outside the City. To help achieve this, Council:

i) adopts as its objective the reduction of carbon dioxide (CO_2) emissions from all sources within the City of Toronto by 20% of the 1991 levels by the year 2006;

ii) shall seek to improve the quality of emissions that result from burning carbon based fuels in vehicles, buildings or any other activity in the City;

iii) adopts as its objective the reduction of carbon monoxide (CO), hydrocarbon (HC), and oxides of nitrogen (NOx) emissions from vehicle exhausts, furnace flues and smokestacks by 20% of the 1991 levels by the year 2006, without an increase in other noxious emissions;

iv) adopts as its objective the reduction of sulphur dioxide (SO_2) and nitrogen dioxide (NO2) emissions by 25% of 1991 levels by the year 2006;

v) shall promote measures to reduce private automobile use within the City;

vi) shall promote the proper maintenance and use of cleaner combustion and cleaner exhaust systems in vehicles and heating systems of buildings within the City; and

vii) shall promote and facilitate the provision and use by residents, workers and visitors of alternate means of transportation such as public transit, including surface transit, cycling, and walking, and shall encourage such activity by, among other things, providing a pleasant pedestrian environment.

10 Council shall encourage the application of strict Provincial standards to new development in the City to ensure that Council's goals for air quality are met. Further, Council shall encourage and support the development of comprehensive, enforceable standards by the Province for indoor and outdoor air quality.

11 Council shall ensure that the City of Toronto "sets-the-example" and implements measures to make its vehicles and buildings and related functions as fuel efficient and pollution free as possible.

Improving Water Quality and Promoting Water Conservation

12 Council shall monitor the quality of drinking water within the City and shall encourage the provision of adequately clean water, which has minimal adverse health impact, throughout the City, and shall encourage the provision of adequately clean water for industrial and commercial purposes.

13 Council shall encourage the development by the Provincial and Federal governments of uniform standards for drinking water.

14 Council shall seek to ensure that City controlled or influenced storm sewer and sanitary sewer discharges into natural water bodies comply with Provincial Water Quality Objectives. Further, Council shall attempt to reduce water pollution by adopting and advocating appropriate storm water management techniques. To help achieve this objective, Council shall:

i) seek to eliminate the need to post notice of health hazards at public beaches because of water pollution by the year 2001; and

ii) seek to reduce the use of manufactured chemical pesticides (includes herbicides and insecticides) within the City from all sources by 50% of the 1991 levels by the year 2001.

15 In order to conserve the water, energy and chemicals used in water treatment, Council shall employ and encourage water conservation measures. To this end, Council shall seek the reduction of water consumption by 10% on a per capita basis of the 1991 levels by the year 2001.

16 It is Council's objective to reduce chemical, bacterial, or sediment loadings that contaminate water bodies now and in the future as a result of City activities, and to establish a program to monitor and control City activities to that effect.

17 Council shall initiate and support programs to clean up, rehabilitate, and protect the natural aquatic ecosystems within the City of Toronto, and shall support such programs for areas adjacent to the City of Toronto.

18 Council shall support the guidelines and strategies established by the Provincial government to improve water quality and to control storm water flows within and adjacent to the City. To this end, Council shall:

i) prepare and adopt a Master Drainage Plan, as described and applicable under Section 3.0 of the provincial *Stormwater Quality Control Guidelines for New Development (Draft Interim – August 1989)*, for the City of Toronto;

ii) seek to ensure that development plans comply with the Master Drainage Plan. Predevelopment storm water runoff levels shall be maintained where necessary to protect the receiving watercourses from further degradation due to erosion or flooding.

Waste Reduction and Waste Management

19 Council shall seek to significantly reduce the amount of waste created in the City. To help achieve this objective, Council shall:

i) promote and facilitate, among residents, businesses, institutions and visitors to the City, the reduction, reuse, repair, and recycling of waste products, in a manner that protects human health and minimizes adverse impacts upon the natural environment;

ii) set the example in its own activities with respect to waste reduction; and

iii) adopt as its objective, a 50% reduction of solid waste in the City by the year 2001, with 1991 taken as the base year.

20 Council shall encourage the Province, the Municipality of Metropolitan Toronto and all local and regional governments in the Greater Toronto Area to develop integrated and comprehensive plans for immediate and long-term waste reduction, reuse, recycling, and waste disposal.

21 Council shall encourage the reuse or recycling to the fullest extent possible of all materials and wastes that result from the demolition of existing buildings or structures.

22 Council shall encourage the reuse and recycling of waste in environmentally friendly ways. To help achieve this objective, Council shall:

i) encourage the use of recycled products within the City; and

ii) encourage and facilitate the development of a ready and continuing market for recycled products.

23 Council shall work with appropriate government authorities, if necessary, to ensure that the disposal of residual waste that cannot be used or recycled is undertaken in an environmentally responsible manner.

24 Council shall discourage the use of products which generate hazardous waste within Toronto, and shall encourage the proper disposal of household, industrial, and commercial hazardous wastes and reduce their storage in the City. To help achieve this objective, Council shall, among other things:

i) support and promote the Municipality of Metropolitan Toronto's "toxic taxi" service to collect hazardous waste from private residences;

ii) establish and maintain with appropriate government authorities, if necessary, strict automobile decommissioning and product recycling standards for scrap yards in the City with regard to potentially environmentally harmful products such as batteries, tires, waste fuels and oils and air-conditioning refrigerant (Freon);

iii) encourage all significant generators of hazardous waste in the City to complete hazardous waste audits and waste reduction plans by the year 2001; and

iv) promote education and information programs to help people to understand how to reduce their reliance on hazardous waste-related or waste-producing products, commonly used in the home, and how to safely store, prior to proper disposal, such hazardous products.

25 Council shall seek to ensure with appropriate government authorities, if necessary, that environmentally acceptable methods for the handling, storage and disposal of hazardous waste products are put in place and maintained in all new developments within the City that will generate, transport or store such waste.

Contaminated Soils and Their Remediation, Use and Disposal

26 Council shall endeavour to ensure with the appropriate government authorities, if necessary, that contaminated soil does not create a hazard for the health of natural ecosystems or the people who live, work or play within the City. To help achieve this objective, Council shall seek to ensure, with the appropriate government authorities, if necessary, that:

i) development does not occur on any site within the City that presents a health risk caused by contaminated soil, and that no development be permitted on a site containing contaminants without its risk to health being evaluated and, where appropriate, a full soil management study being completed and necessary mitigation measures employed;

ii) the mitigation measures employed do not create a health hazard within or beyond the City's jurisdiction; and

iii) contaminated soils are cleaned up.

27 Council shall encourage and support the establishment of comprehensive, enforceable provincial standards for the evaluation, decommissioning and clean up of contaminated soils in the City.

28 Council shall endeavour to ensure that development on any site within the City's jurisdiction reasonably complies with applicable government guidelines and standards for decommissioning and clean up of contaminated soils.

Energy Conservation and Efficiency

29 Council shall promote energy conservation in order to conserve non-renewable resources for future generations and reduce pollution and long-term social costs.

30 Council shall endeavour to have energy-efficient measures adopted in new developments and shall promote and facilitate the retrofitting of existing buildings to incorporate energy efficient measures, such as passive solar heating/cooling and the use of renewable energy resources, wherever feasible and to the fullest extent possible, in order to reduce energy consumption and energy loss within the City. To this end Council shall encourage a 15% reduction of 1991 levels in energy consumption for all buildings on average within the City by the year 2006.

31 Council shall endeavour to ensure that the City continues to act as a leader in the field of energy conservation by promoting conservation and setting an example. This principle is to apply to City-owned buildings and other structures, and to City-owned and -operated motor vehicles.

32 Council shall encourage proponents of new buildings to adopt energy efficiency measures at the planning stage and to implement those measures.

33 Council shall encourage amendments to the Ontario Building Code which strengthen its energy efficiency requirements.

34 Council shall, in recognizing the potential for indoor air quality problems when promoting and implementing energy efficiency policies, endeavour to ensure that no additional hazard to the health of the occupants is created.

Natural Hazard Protection

35 Council shall endeavour to reduce the risk of loss of life, property damage, and social disruption as a consequence of natural hazards, such as severe flood events, unstable slopes and accelerated erosion.

To help achieve this objective, Council shall coordinate land use and environmental management regarding natural hazards. Council shall also facilitate the provision of appropriate measures of prevention and protection, and prepare emergency response plans, in cooperation with other appropriate agencies.

To this end, Council shall, in accordance with the Province of Ontario's Flood Plain Planning Policy Statement of Ontario Government policy, as issued under the authority of Section 3 of the Planning Act 1983, adopt:

i) the "Regulatory Flood Concept", and recognise "Hurricane Hazel" as the "Regulatory Flood Standard" for the City of Toronto;

ii) the "One Zone Concept" of flood plain regulation, based on the "Regulatory Flood", in which new development is to be prohibited or restricted; and

iii) the process for accommodating exceptions to (ii), based on the "Two Zone (Floodway and Flood Fringe) Concept", or by requesting exceptions under the "Special Policy Area Concept".

36 Within the areas identified on Map 4.1 as flood plain lands, Council shall only permit new buildings or structures which have been planned and designed to reduce the risk of flood damage and to reduce potential adverse impacts to existing upstream or downstream development or lands.

Noise and Vibration

37 Council shall seek to protect people and natural ecosystems from unacceptable and undesirable levels of noise to the fullest extent possible. To help achieve this objective, Council shall:

i) seek to limit unacceptable volumes and/or frequencies and/or tones of undesirable sound and vibration;

ii) seek to limit noise at inappropriate times;

iii) encourage, in areas of high noise and vibration levels, noise mitigation measures in the design, construction, landscaping and operation of new developments; and

iv) encourage, in respect of the redevelopment of lands that are subject to noise hazard or are close to "noisy" outdoor activity, the owner to inform all prospective tenants or purchasers of all possible noise problems.

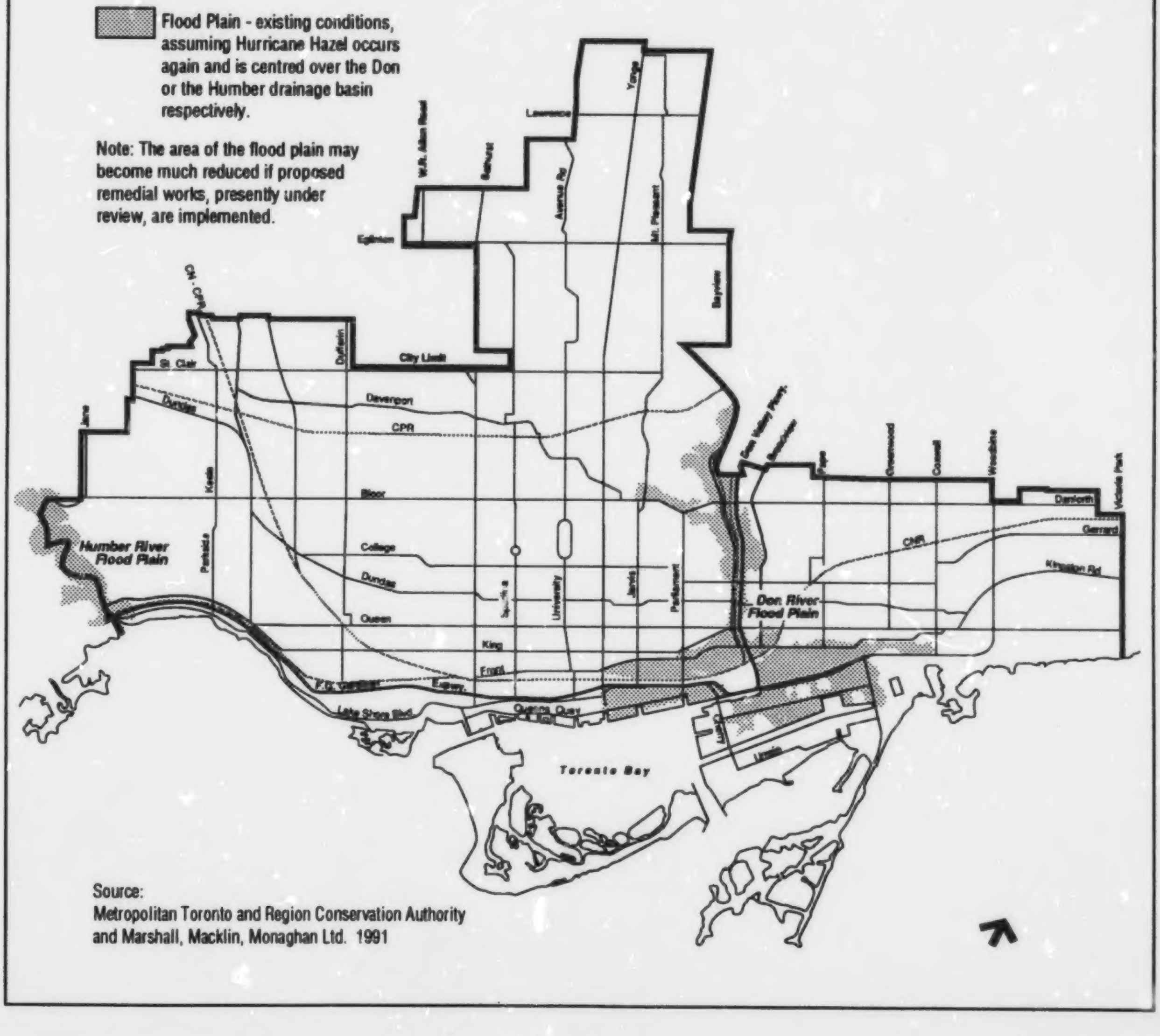
38 It is the policy of Council to use its powers, including the terms of the lease agreement between the City, the Toronto Harbour Commissioners and the Government of Canada regarding the Toronto Island Airport, to ensure that noise and vibration levels associated with the operation of the airport are below standards considered acceptable by City Council for nearby residents, businesses, and recreational activities.

Human Comfort in the Public Realm

39 Council shall maintain, and improve, where feasible and appropriate, current levels of human comfort, as determined on the basis of sunshine availability and wind exposure, on the streets and in the other public open spaces of Toronto for as much of the year as possible and for as much of each day as possible.

To achieve this objective Council shall set standards for wind exposure and sun availability, restriction of shadows for passive and active recreation spaces, retail strips and streets in general, which will assist in determining permissible built form envelopes and design.

Map 4.1
Flood Plain -- Existing Conditions

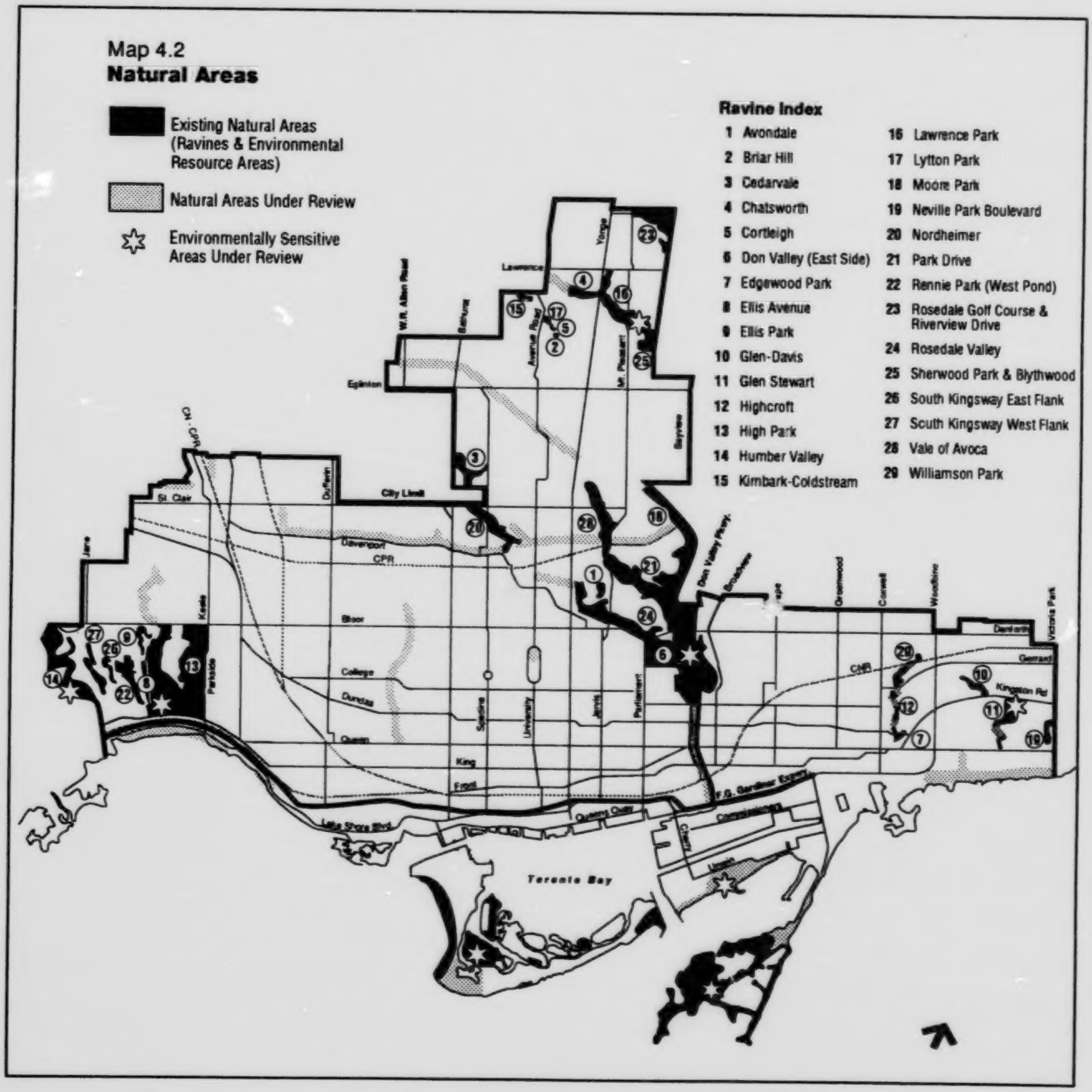


▨ Flood Plain - existing conditions, assuming Hurricane Hazel occurs again and is centred over the Don or the Humber drainage basin respectively.

Note: The area of the flood plain may become much reduced if proposed remedial works, presently under review, are implemented.

Lawrence
Yonge
W.R. Allen Road
Bathurst
Avenue Rd
Mt. Pleasant
Eglinton
Bayview
CN - CPR
St. Clair
Dufferin
City Limit
Davenport
Dundas
CPR
Jane
Keele
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Bloor
Danforth
Gerrard
CNR
Kingston Rd
Humber River Flood Plain
Parkside
College
Dundas
Spadina
University
Jarvis
Parliament
Don River Flood Plain
Queen
King
Front
F.G. Gardiner Expwy.
Lake Shore Blvd.
Queens Quay
Cherry
Unwin
Toronto Bay

Source:
Metropolitan Toronto and Region Conservation Authority and Marshall, Macklin, Monaghan Ltd. 1991



Map 4.2

Natural Areas

- ■ Existing Natural Areas (Ravines & Environmental Resource Areas)
- ▨ Natural Areas Under Review
- ☆ Environmentally Sensitive Areas Under Review

Ravine Index

1	Avondale	16	Lawrence Park
2	Briar Hill	17	Lytton Park
3	Cedarvale	18	Moore Park
4	Chatsworth	19	Neville Park Boulevard
5	Cortleigh	20	Nordheimer
6	Don Valley (East Side)	21	Park Drive
7	Edgewood Park	22	Rennie Park (West Pond)
8	Ellis Avenue	23	Rosedale Golf Course & Riverview Drive
9	Ellis Park	24	Rosedale Valley
10	Glen-Davis	25	Sherwood Park & Blythwood
11	Glen Stewart	26	South Kingsway East Flank
12	Highcroft	27	South Kingsway West Flank
13	High Park	28	Vale of Avoca
14	Humber Valley	29	Williamson Park
15	Kimbark-Coldstream		

Lawrence
W.R. Allen Road
Bathurst
Avenue Road
Yonge
Mt. Pleasant
Eglinton
Bayview
CN · CPR
St. Clair
Dufferin
City Limit
Davenport
CPR
Jane
Keele
Bloor
College
Dundas
Queen
King
Front
Parkside
Spadina
University
Jarvis
Parliament
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Danforth
Gerrard
CNR
Kingston Rd
F.G. Gardiner Expwy
Lake Shore Blvd
Queens Quay
Commissioners
Cherry
Unwin
Toronto Bay

Natural Areas and Environmentally Sensitive Areas

40 Council shall endeavour to protect, preserve, and maintain **Natural Areas** of the City in perpetuity. **Natural Areas** shall include **Ravines** and those areas such as:

i) the North Shore of the Outer Harbour and areas which are occupied by "old growth" (primary) or "new growth" (secondary) vegetation that is neither a currently manicured botanical park, nor a public active recreation area, nor a private garden;

ii) the Lake Iroquois Shoreline (Escarpment) and areas which are a distinct topographic entity, such as a river, a raised shoreline or a spit;

iii) the Humber Marsh and areas which have not been artificially changed or altered; or

iv) the Leslie Spit and areas which are deliberately or naturally regenerated.

41 Council shall consider those areas as shown on Map 4.2 as **Natural Areas**, to which the Natural Area Policies will apply. Council shall undertake a regular review to assess the effectiveness of the **Natural Area** policies and the appropriateness of the boundaries, and shall adjust the Map accordingly.

42 Within designated **Natural Areas** which are publicly owned, Council shall seek legislative authority to permit:

i) only such land uses as are compatible with the principles of preserving and conserving such areas. Such land uses may include, but not be limited to, at the discretion of Council, low impact leisure uses and activities, such as walking, cross-country skiing, teaching or research activities, or wildlife and natural area management activities;

ii) only minimal development required to support these activities and such public works for which no reasonable alternates are available and provided these are designed to have only minimum adverse ecological and environmental impact, and are approved by Council on the basis of a report setting out how the development meets the requirements of this statement.

43 Policies respecting **Ravines**, as contained in Sections 5.8 to 5.10 of the existing Official Plan, shall continue to apply with all the necessary modifications to **Ravines** and to those areas designated as **Natural Areas**, subject to obtaining the necessary legislative amendments.

44 Council shall preserve to the fullest extent possible by designating as **Ravine** the former lacustrine bluff of the Iroquois Shoreline (Escarpment) such that no change of slope or grade be performed without the specific prior consent of Council, and shall encourage the publicly accessible existing lines of sight (views) to the Iroquois Shoreline to be preserved.

45 In areas adjacent to the designated **Natural Areas** of the City, Council shall encourage only that development which has minimal adverse environmental impacts and is sensitive in its design to the environmental qualities of the **Natural Area**.

To this end, Council shall:

i) encourage a buffer zone of 10 metres adjacent to **Natural Areas** within which development is to be prohibited, and where this is clearly impractical provide as large a setback from the boundary of the **Natural Area** as possible; and

ii) encourage the submission of environmental impact evaluations to be made in association with development review applications in respect of developments that are adjacent to **Natural Areas**.

46 **Environmentally Sensitive Areas** are those portions of **Natural Areas** that are particularly sensitive and require additional protection to preserve their significant qualities. Within all **Environmentally Sensitive Areas** Council shall prohibit, subject to obtaining legislative amendments, if necessary, any and all development, and shall limit activities to those which are compatible, if any, to the preservation of the area's qualities. Such areas may have the following characteristics:

i) habitat for rare, threatened, unusual or endangered plant and/or animal species and communities that are threatened or endangered within the City, Metropolitan Toronto, the Province of Ontario or Canada; or

ii) rare, high quality or unusual landform or geomorphological processes within the City, Metropolitan Toronto, the Province of Ontario, or Canada; or

iii) the ecological function of the area contributes significantly to the healthy maintenance of a natural ecosystem beyond its boundaries by serving as a wildlife migratory stopover or concentration point, or serves as a linkage corridor of suitable habitat between natural biological communities, or serves as a water storage or recharge area; or

iv) an unusually high diversity of otherwise commonly encountered biological communities and associated plants and animals.

47 Council shall consider those areas as shown on Map 4.2 as **Environmentally Sensitive Areas**, to which the **Environmentally Sensitive Area** Policies will apply.

48 Council supports the establishment of an Ecological and Environmental Advisory Committee that would be willing and capable of offering the City and, desirably, the other area municipalities expertise in subjects such as botany and wildlife biology, in order that the **Natural Areas** of the City are satisfactorily protected.

49 Council recognizes that **Natural Areas** and **Environmentally Sensitive Areas** are not synonymous with **Open Space** designations but that **Natural Areas** and **Environmentally Sensitive Areas** are components of the City's **Open Space System**.

50 Council shall encourage all appropriate governments and agencies within the Don River Drainage Basin (Watershed), and shall itself, in principle, participate within the limits of its jurisdiction, to regenerate the entire Don River to a natural form, function, and habitat.

51 Council shall undertake a Part II Plan and a Community Improvement Plan along that part of the Don River within its jurisdiction.

52 Council shall promote the planting of a variety of native trees in private and public spaces in order to promote nature within the City, reduce carbon dioxide, provide visual buffers to unattractive sites, and promote natural habitat continuity and linkages for wildlife.

To help achieve this objective, Council shall endeavour to establish a realistic and achievable target for native tree plantings.

53 Council shall encourage the preservation of existing trees on public and private property in the City, and shall seek legislative authority from the Province to prohibit the cutting of trees on private lands.

Environmental Development Performance Standards

54 In order to improve the environmental quality of future development, Council shall, except where it determines otherwise, develop and employ to the extent of its legislative capacity, a comprehensive set of Environmental Development Performance Standards which shall cover, at a minimum, the following matters:

i) car use reduction and car parking reduction;
ii) contaminant and pollutant emission reduction;
iii) waste management;
iv) energy conservation;
v) indoor air quality;
vi) storm water management;
vii) water conservation;
viii) noise and vibration minimization;
ix) pedestrian comfort (sunlight and wind);
x) environmental management of construction and demolition;
xi) contaminated land, its remediation, re-use, and contaminant disposal; and
xii) flood management and control.

55 Council shall seek to ensure that the Environmental Development Performance Standards are adhered to in new development and redevelopment by using all its powers of regulation and review, including Section 40 of the Planning Act.

56 Until such time as the Environmental Development Performance Standards are developed and implemented, Council shall request the proponents of any development over 10,000 square metres to provide an environmental report showing how the development has been designed to address, as appropriate, the environmental issues set out in the section above.

Environmental Improvements to Existing Development

57 In order to improve the environmental quality of existing development, Council shall encourage measures that are the equivalent to the Environmental Development Performance Standards to be voluntarily employed by occupants in the already built areas and neighbourhoods of the City.

To this end, Council shall provide information and public education programs to promote the adoption of the environmental policies in established neighbourhoods and in all industrial and commercial enterprises.

Monitoring and Evaluating Council's Environmental Policies

58 It is the policy of Council to monitor, evaluate and report periodically on the success of its environmental policies, its **Natural Area** and **Environmentally Sensitive Area** protection policies and its environmental objectives and standards.

59 Council shall establish a process within the City for the ongoing expression of local concern regarding environmental issues.

PHYSICAL FORM

Achieving Quality In The Public Realm

60 Council shall employ its available powers and shall seek whatever legislative measures are necessary to try to ensure that buildings, streets, and open spaces are of high quality. In doing so, it will adopt measures including, but not limited to, the following:

i) encouraging development that enhances the quality of public streets and other publicly accessible open spaces by establishing urban design concept plans and guidelines for the form of development adjacent to public streets;

The urban design concept plans and guidelines shall have regard for matters including street and block layout; location of open spaces; sunlight penetration and wind conditions at street level; the bulk, location, height, size, floor area, spacing, massing and conceptual design of buildings and structures; the location of pedestrian, vehicular, and service circulation and access to buildings and/or open spaces; the treatment of open spaces, landscaping, and streetscaping; and location of weather protection systems.

In addition to other appropriate sites and areas, urban design concept plans and/or guidelines will be established for the sites and areas shown on Maps 5.3 and 5.4.

ii) ensuring that all City projects are designed to a high standard;

iii) encouraging high quality design for all public works and open spaces through design competitions and other appropriate means, and by initiating public projects which exemplify and give substance to the objectives of this Plan; and

iv) maintaining and upgrading City-owned properties to high standards, and encouraging the maintenance and upgrading of other publicly accessible buildings, open space and landscape features, to promote a high quality public realm, and to enhance public amenity, access, and safety.

Reinforcing the City Pattern
Natural Features

61 It is the policy of Council to preserve, enhance, and restore the unique natural features which form the City's natural physical character, including but not limited to, topographic elements such as the former Lake Iroquois shoreline, the major river valleys and former creek beds.

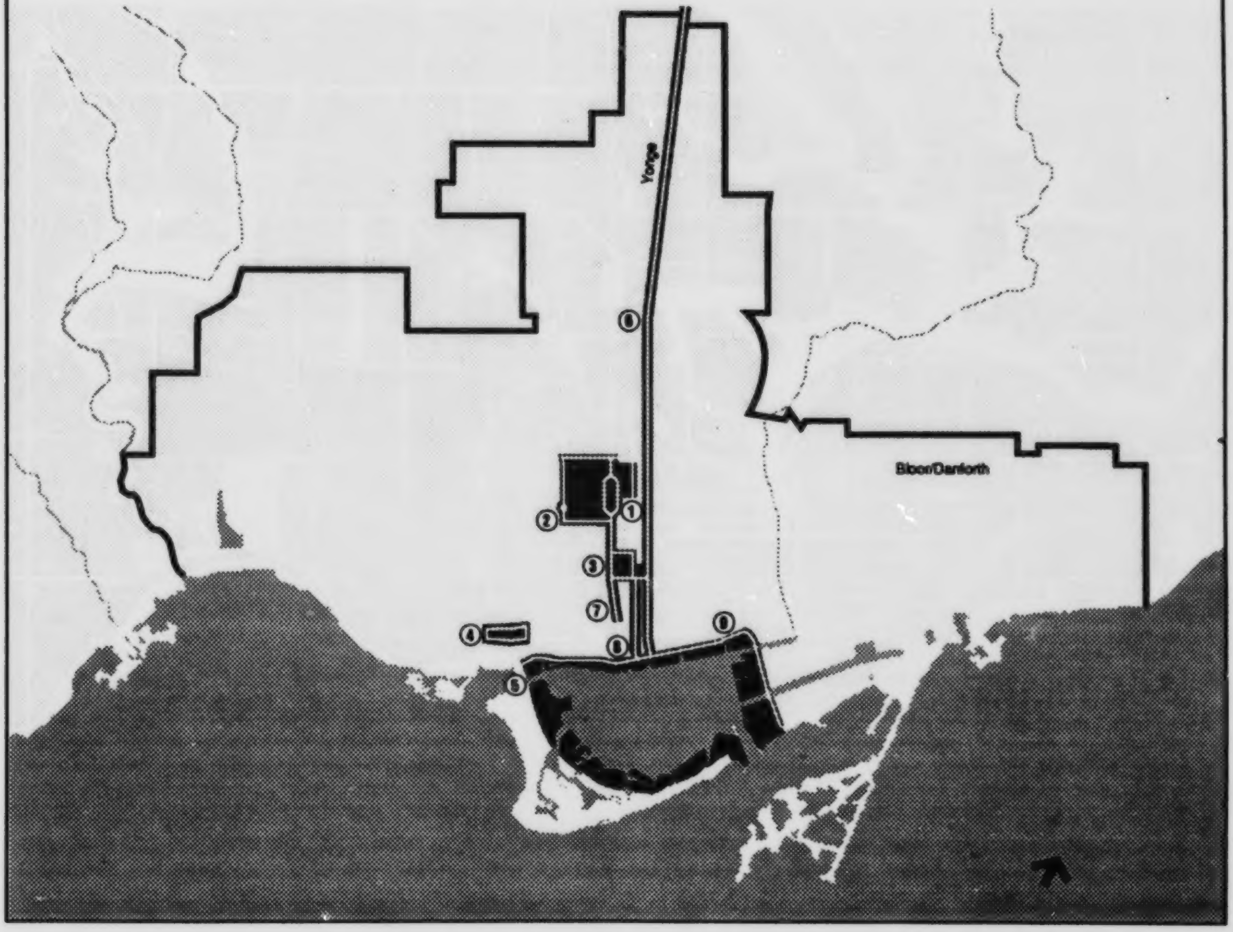
62 Council shall encourage public use and enjoyment of the City's natural features where appropriate, by improving views to them, and by creating or improving pedestrian and cycle access at points of connection between natural features and City streets, particularly at the waterfront and the ravines, subject to the applicable environmental policies described in this Plan. Depending on the nature of the connections between natural features and City streets, Council may encourage special landscape treatment and/or features such as stairways or bridges to enhance access.

63 It is the policy of Council to reconnect the street grid to the waterfront where possible, and to improve pedestrian circulation and amenities on streets which lead to the water. Where street connections are not possible, Council shall encourage the provision of pedestrian walkways to link the waterfront with the street system.

Map 5.3
Key Areas of Special Identity

Areas and streets which are significant for the City as a whole by virture of their unique and special architectural or landscape character, civic, historic or public role.

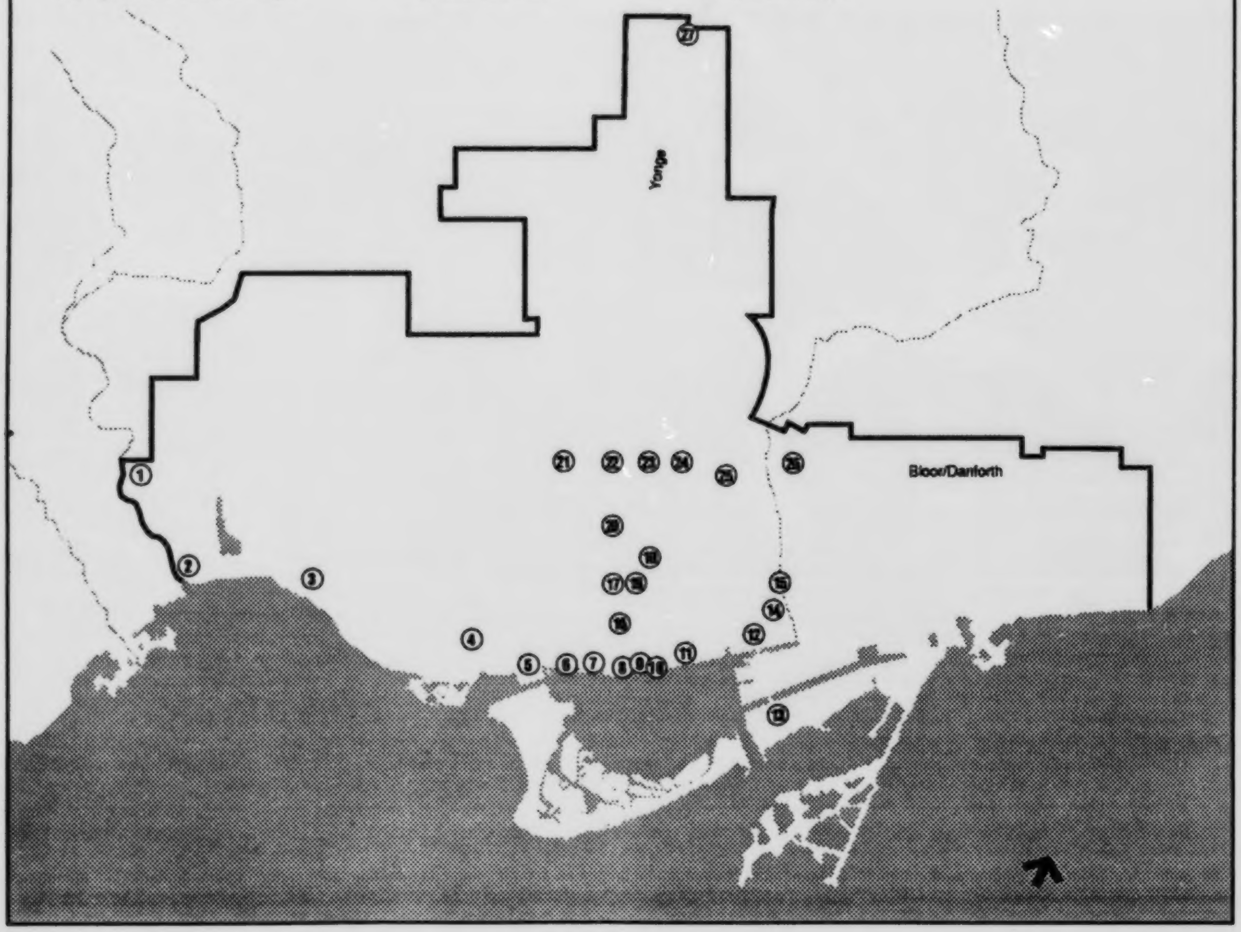
1 Queen's Park
2 University of Toronto
3 City Hall precinct
4 Fort York and surrounds
5 The Inner Harbour
6 Yonge Street
7 Queen's Park/University Avenue
8 Bay Street (south of Queen Street)
9 Queen's Quay



Map 5.4
Prominent Sites

Sites which are notable within the City as a whole because they terminate significant view corridors, form perceptual entry points into the City at visually prominent points, are intersections of major streets, form part of a landmark precinct and/or have historic importance. The manner in which they are developed or treated enhances or detracts from the City's general character and image.

1 Bloor at the Humber
2 Lakeshore/Queensway at the Humber
3 Queen/Roncesvalles/ Queensway intersection
4 Fort York at the CNE on Strachan
5 Queen's Quay at Bathurst
6 Spadina at Queen's Quay
7 John at Queen's Quay
8 York at Queen's Quay
9 Bay at Queen's Quay
10 Yonge at Queen's Quay
11 Jarvis at Queen's Quay
12 Cherry and Queen's Quay
13 Cherry and Unwin
14 Front at the Don Valley
15 Queen and the Don Valley
16 University/York at Front
17 University and Queen
18 Bay at Queen
19 Dundas at Yonge
20 College and University
21 Spadina at Bloor
22 University/Avenue and Bloor
23 Yonge and Bloor
24 Jarvis at Bloor
25 Bloor at the Don Valley (from Sherbourne to the Don)
26 Danforth at the Don Valley
27 Yonge at the northern city limits



Street Pattern

64 Council shall regard public highways, including streets and lanes within City blocks, as important assets in the provision of present and future access, views, and amenity for pedestrians, and as important features in the physical form and character of the City, in addition to their role in vehicular access and the provision of public works services and public utilities.

65 It is the policy of Council to ensure that public highways which have street addresses are not closed to public use, and that public ownership of such streets is not conveyed through sale or lease, nor through sale or lease of air rights, or by other means.

66 It is the policy of Council to ensure that public highways which do not have street addresses are not closed to public use, and that public ownership of such highways is not conveyed through sale or lease, nor through sale or lease of air rights, or by other means, except where such sale or lease results in an improvement in the amount and location of land available to the public at grade, and in the opinion of Council, does not result in:

i) the elimination, for the purposes of private development, of a street or lane space adjacent to a public facility, such as a park, where retention of the street or the potential open space that it represents, is of advantage to the public facility;

ii) adverse impacts on the scale and massing of buildings;

iii) servicing arrangements which have an adverse impact on City streets; and

iv) density being attached to the land that is sold or leased.

Where a lane is closed for a minor portion of its width due to circumstances such as a realignment or an existing encroachment, and the function of the lane is retained, this policy shall not apply.

67 It is the policy of Council to seek to improve the continuity of the City's street patterns by measures including, but not limited to:

i) seeking opportunities to restore the City street pattern where possible, by re-opening streets which have been closed to traffic and/or pedestrians;

ii) encouraging the acquisition of lands for public lane purposes in the development or redevelopment of sites within the City; and

iii) where streets cannot be re-opened, securing rights of access to connect the existing streets.

68 It is the policy of Council to encourage new buildings to be aligned parallel to the street. The siting, massing, and architectural expression of buildings located on corner sites should mark the intersection of the adjoining streets.

Areas of Special Identity

69 In order to conserve and strengthen streets and areas with special identity and character, and to encourage in certain areas the development of a new identity and character, it is the policy of Council to designate areas, streets, and parts of streets as Areas of Special Identity. In such Areas, Council will employ its available powers to enact regulations, review plans and drawings, and make requirements so as to ensure that new development is consistent with either the prevailing or proposed new character, function and identity of the Area as appropriate, in which the development is to be located.

70 Where the reason for designating an Area of Special Identity is due to its unique and significant built form or landscape character, or to its noteworthy civic, historic, or open space role, Council will establish guidelines to preserve and/or enhance these Areas, having regard for the following criteria:

i) the presence of buildings or landscape features of historic, architectural, or civic significance;

ii) consistency of built form and/or landscape character and function;

iii) characteristic patterns of street, block, and lot layout;

iv) consistency in relationships of buildings to open space and/or to the street;

v) consistency of size, scale, massing, spacing, and setbacks of buildings; and

vi) presence of landmark elements, or elements that otherwise contribute to the special character of the area.

71 It is the policy of Council that Areas of Special Identity be identified in area studies, and designated in Part II Plans, with the particular characteristics of the Area that Council wishes to reinforce appropriately described.

72 It is the policy of Council that, in addition to other appropriate streets and areas, the streets and areas shown on Map 5.3 and described hereafter, will be designated as Areas of Special Identity in Part II of this Plan:

i) the area surrounding Fort York, in the vicinity of Strachan, Front and Bathurst Streets, and Lakeshore Blvd.;

ii) the area surrounding the Old and New City Halls, in the vicinity of Queen, University, Dundas, and Yonge Streets;

iii) the area around the Inner Harbour, in the vicinity of Bathurst and Cherry Streets, Queen's Quay, and the Toronto Islands;

iv) the University of Toronto area, in the vicinity of Spadina, Bloor and College, and Bay Streets;

v) University Avenue and Queen's Park;

vi) Yonge Street, from the Waterfront to the northern City limits; and

vii) Bay Street, from the Waterfront to Queen Street.

Prominent Features and Sites

73 It is the policy of Council to encourage the preservation, enhancement, and where appropriate, the creation of prominent features and sites of local, City-wide, and regional stature, through measures including, but not limited to:

i) identifying existing features, sites, and areas deemed to be of landmark value, on a local, City-wide, or regional scale, and establishing guidelines for their preservation and enhancement;

ii) identifying sites and areas which, due to their location, orientation, proximity to existing landmark features, or other pertinent characteristics, are deemed to be potential landmark sites, and establishing guidelines for the physical development of these sites;

iii) encouraging particular care and attention to be given to the siting, design, and architectural expression of new buildings located on or adjacent to landmark features or sites;

iv) identifying sites which mark significant points of entry and transition into the City, or between distinctive districts of the City, such as the Humber River crossing and the Bloor Viaduct approach, and establishing guidelines for the enhancement of these sites; and

v) encouraging the demarcation of points of entry through the siting, massing and architectural expression of buildings, and through the arrangement of landscaping and/or public art works, to express the special nature of these sites as places of transition.

74 It is the policy of Council that, in addition to the features and sites which may be identified through Part II Plans, the features and sites shown on Map 5.4 will be deemed to be prominent features and sites, on the basis of their significance as existing or potential landmark features or sites, or points of entry. Council will establish guidelines for their preservation and enhancement.

Views and Vistas

75 It is the policy of Council to encourage the preservation, enhancement, and where possible the creation of significant views, vistas, and focal points, through measures including, but not limited to:

i) identifying in the Official Plan, significant views to be preserved, enhanced, or created, including views to important public or historic buildings, open spaces, natural features, landmarks, and other public destinations; skyline views and vistas; and views along scenic routes and major roads. Council shall place particular emphasis on encouraging the preservation and enhancement of views to the Lake along the City's north/south streets. Council shall protect views by, among other actions, regulating building setbacks and heights;

ii) identifying in the Official Plan, viewing points where significant views of the City can be enjoyed. Where possible, Council shall establish and maintain public access to these sites;

iii) identifying City streets or parts of streets which have an acknowledged and popular scenic character, and encouraging significant views along these routes to be preserved and enhanced. Council shall also seek to ensure that the general quality and character of these routes is enhanced by implementing streetscape and landscape improvements, and by placing priority on laying utility wires underground;

iv) encouraging the enhancement of significant focal points, vistas, view corridors, and terminating views within the City; and

v) using its available powers of regulation to ensure that new buildings or other structures do not obstruct views along streets, and where possible, to encourage the removal of existing structures over public streets or lanes, particularly those that obstruct or hinder views to important natural features or public buildings.

Public Buildings and Public Places

76 It is the policy of Council to encourage, where appropriate, the siting of new public buildings of broader civic and cultural significance on prominent sites which support their public status, such as at the termination of a street, at the intersection of major streets, or at the top of a hill. Council shall seek opportunities to site such buildings to face southward toward the Lake, to reflect the traditional orientation of many of Toronto's older institutional buildings.

In addition, Council shall ensure that the open space settings for significant public buildings support their public functions by enhancing their identity and sense of place within the City.

Neighbourhood Structure and Character

77 It is the policy of Council to encourage good connections among neighbourhoods. In applying this policy Council shall have regard for improving the quality and continuity of the pedestrian environment and public transit along main streets between neighbourhoods, and from neighbourhoods to the Waterfront, the ravines, and the **open space system**.

Comprehensive Redevelopment Areas

78 It is the policy of Council to ensure that comprehensive redevelopment areas such as Ataratiri, the Railway Lands, and West Massey are well-integrated with surrounding urban patterns, and are provided with good pedestrian, vehicular, and visual connections to adjacent neighbourhoods, by adopting measures including, but not limited to, establishing urban design concept plans and guidelinesearly in the planning process which have regard for:

i) surrounding urban patterns, and traditional patterns which have contributed to the quality, character, and physical identity of Toronto's existing neighbourhoods. These may include, but shall not be limited to: patterns of streets, blocks, lots, open spaces and natural features; the presence of views and landmarks, the scale and siting of buildings, their relationship to lot size and layout, and to the street and other open spaces; the physical relationships among community facilities, residential, commercial, and open space uses;

ii) the alignment of new streets and where appropriate, the realignment of existing streets to be consistent with desired view corridors;

iii) establishing building envelopes to govern the bulk and massing of buildings, to ensure that density is distributed across comprehensive redevelopment areas in a manner which takes into account the effects of building massing and siting on views from other parts of the City, and on sun and wind conditions, views, and perception of building scale at street level, in the redevelopment area and in surrounding districts;

iv) the sizes and shapes of new City blocks which facilitate incremental development and accommodate appropriate uses; and

v) the traditional rhythm and frequency of street entrances in Toronto. Council shall encourage the division of large residential developments into a number of discrete building parcels with smaller groupings of residential units, in order to foster a greater sense of community, enhance public safety, and promote a fine grain of development in keeping with the Toronto context.

Areas of Reintegration

79 Where public use areas such as the Canadian National Exhibition grounds and Ontario Place are not well connected with their surroundings, it is the policy of Council to encourage their integration with surrounding City patterns through measures including, but not limited to:

i) extending surrounding pedestrian, and where appropriate, public transit and vehicular patterns into these sites, and providing clearly defined points of entry;

ii) providing well-defined public routes through these sites, and easy access to public destinations within them; and

iii) encouraging an appropriate public address on adjacent City streets for buildings and/or landscape elements on these sites.

80 Where a commercial or industrial area, or a residential neighbourhood such as St. James Town, Regent Park, or Moss Park, is not well-integrated with its surroundings, it is the policy of Council to encourage its connection with surrounding City patterns through measures including, but not limited to:

i) restoring traditional patterns of streets and open space which are appropriate to the land use;

ii) restoring continuity of built edges to streets and open spaces; and

iii) encouraging a traditional rhythm and frequency of access between buildings and the street.

Built Form Context

81 Through its available powers under the Planning Act, Council shall seek to reinforce the City's existing urban and architectural patterns by encouraging that the siting and massing of new buildings be in harmony with neighbouring development.

82 It is the policy of Council to encourage the design of buildings, such that the massing and roof profile of buildings contribute harmoniously to the overall skyline view. Penthouses and mechanical rooms should be integral to the building design.

83 Where a new building is proposed to be sited adjacent to older buildings with significant architectural character, consideration is to be given to scale, texture, architectural detail, and to the rhythm of horizontal and vertical elements, to achieve a harmonious relationship.

84 Council shall encourage new development to be integrated with existing designated historic buildings, streetscapes, or landscapes in a manner which complements and enhances the historic environment. This could include a review, at a greater level of detail, of architectural and landscape elements for compatibility with adjacent historic structures and/or streetscapes.

Relationship of Buildings to Streets and Open Spaces

85 Council shall encourage a rhythm and frequency of entrances in new buildings that is consistent with prevailing neighbourhood patterns.

86 Council shall seek to ensure that the primary entrance to every building is located on a public street frontage, and that the organization of building functions, and the architectural expression of building entrances and facades adds interest to the street.

87 Council shall seek to ensure that access from the sidewalk or other public open space to public and commercial uses at ground floor level is easy and direct, with minimum change in level.

88 Council shall promote an active street environment through building design and the design of pedestrian routes for new buildings in mixed-use, commercial and industrial areas.

89 It is the policy of Council that parking facilities be located at the rear of the building at grade, or underground except in new developments with more than 20 parking spaces, where the parking should be located underground. Where possible, Council will encourage the phasing out of existing above ground parking structures, where redevelopment is proposed.

90 Council shall discourage construction of new street level parking lots in the Central Core, and shall give consideration to phasing out existing street level lots in the Central Core over time. Council shall encourage landscaping, fencing, and other appropriate treatments for surface parking lots.

91 Council shall encourage building ventilation systems to be located in such a way as to avoid discharging or creating excessive noise in pedestrian areas or walkways.

Continuity and Enclosure

92 In seeking to promote buildings that reinforce the visual continuity and spatial enclosure of streets and other publicly accessible open spaces, Council shall have regard for measures including, but not limited to:

i) identifying consistent and fixed setbacks from the property line at grade and setbacks at upper levels of buildings in order to maintain the continuity along the frontage, and to ensure that party walls are not exposed;

ii) identifying the appropriate degree of continuity of built-edge and open space for the character and function of the street; and

iii) designing, wherever possible, automobile and service vehicle entrances into building facades to maintain the continuity of the built-edge of the street. Such entrances shall be integrated with the overall facade design, and their siting and architectural treatment shall seek to reduce the impact of the appearance and scale of these entrances as they are perceived by the pedestrian.

Edges of Major Open Spaces

93 It is the policy of Council that the buildings which form the edges of major open spaces within the City, show a scale, continuity, and outlook that is appropriate to their open space address.

Street Proportion

94 Council shall encourage new buildings that contribute to street spaces of pleasing proportion, with adequate sunlight and sky views, and comfortable wind conditions, by such measures as:

i) identifying desirable building heights at the building line, based on how street wall heights and setbacks impact on scale, wind conditions, sunlight access, and sky views at street level; and

ii) in Mixed-Use Areas and main streets, requiring that any additional floors rising above a base height be set back from the street.

Building Heights and Densities

95 Council shall use its powers under the Planning Act in regulating the heights, setbacks, and densities of buildings and structures to, among other things:

i) create attractive neighbourhoods as a setting for daily urban life;

ii) support the City's patterns of topography, built form character, and use; ensure consistency in building scale within an area and compatibility with surrounding areas of contrasting character and/or use;

iii) establish a visually coherent pattern of building heights, placing particular emphasis on achieving incremental building height transitions between areas of contrasting built form character or use;

iv) encourage compliance with the approved standards for wind conditions and sunlight access in streets and other publicly accessible open spaces as described in this Plan;

v) encourage balanced proportions between building mass and the dimensions of adjacent streets and other publicly accessible open spaces; and

vi) create or preserve important views, and reinforce the visual dominance of landmarks of public significance.

Landscaped Streets

96 In order to better connect the natural environment to the City and to establish better connections between built areas and the natural environment, Council shall identify existing streets which connect the Waterfront, the ravines and other significant open spaces, or open spaces and neighbourhood pedestrian destinations, and shall seek to improve the landscape and streetscape treatments on these streets.

Council shall consider giving priority to securing landscape and streetscape improvements on these streets, including placing utility wires underground.

Landscape and Streetscape Structure Plan

97 It is the policy of Council to establish a City-wide Landscape and Streetscape Structure Plan identifying appropriate treatments for the edges of important open spaces and other major areas of planted or natural vegetation, landscaped streets, and other open space routes. The Landscape and Streetscape Structure Plan will identify unified planting, paving, street furniture, and lighting treatments to:

i) enhance the special character of particular City streets and open spaces through distinctive landscaping;

ii) enhance views and landmark features, and define significant edges and points of entry to the City, its districts, and open spaces;

iii) identify strategies for preservation, and where appropriate, for restoration of natural heritage areas; and

iv) identify priorities for City expenditures on street tree planting and other streetscape improvements and establish a program for implementation.

Sidewalk and Boulevard Treatments

98 Council will seek to enhance the visual quality, amenity, and comfort of the pedestrian environment by implementing high quality, coordinated improvements to sidewalks and boulevards on important pedestrian streets and publicly accessible open spaces in accordance with the Landscape and Streetscape Structure Plan. It will adopt measures including, but not limited to:

i) establishing guidelines for consistent streetscape designs and materials which shall take into account design, placement, and coordination of paving, planting, street furniture, and signage, as appropriate, and shall seek to ensure that elements such as newspaper boxes, poles, paving, hydrants, wires, signs, transformers, and switch gears, do not detract and where possible enhance the visual quality of the street; and

ii) developing a City-wide street lighting plan, indicating the design and placement of lighting fixtures, and taking into account safety, pedestrian comfort, street type and use, area designation, and other functional and design criteria.

Public Safety and Security in Buildings, Streets, and Open Spaces

99 It is the policy of Council to promote public safety and security by actions including, but not limited to:

i) ensuring that public safety and security are important considerations in all cases where physical design guidelines are established, and in all approvals of the design and development of buildings, streets, sidewalks, streetlighting, parks, and other public and private open spaces;

ii) encouraging the design and siting of new buildings to provide visual overlook and easy physical access to adjacent publicly accessible spaces, and to allow clear views to the spaces from the street and other public areas; and

iii) improving existing streets, buildings, open spaces, and other publicly accessible areas, where existing conditions do not promote public safety and security.

Pedestrian Circulation

100 Council will seek to ensure that streets and other public open spaces provide ease of movement for pedestrians, by providing direct and convenient connections between streets and open spaces, subway stations, or other important public destinations. To achieve this objective, Council shall seek to:

(i) extend the existing street level pedestrian circulation system as shown on Map 5.5;

For these interior or exterior walkways, Council's Guidelines for Public Places, as described in this Plan, shall apply. The walkways may be designed in conjunction with open space improvements secured under the **Common Outdoor Space** provision in this Plan. Council may pass by-laws in such areas excluding from the calculation of permissible density that portion of a building used for interior pedestrian walkways.

ii) increase the amount of space available to pedestrians;

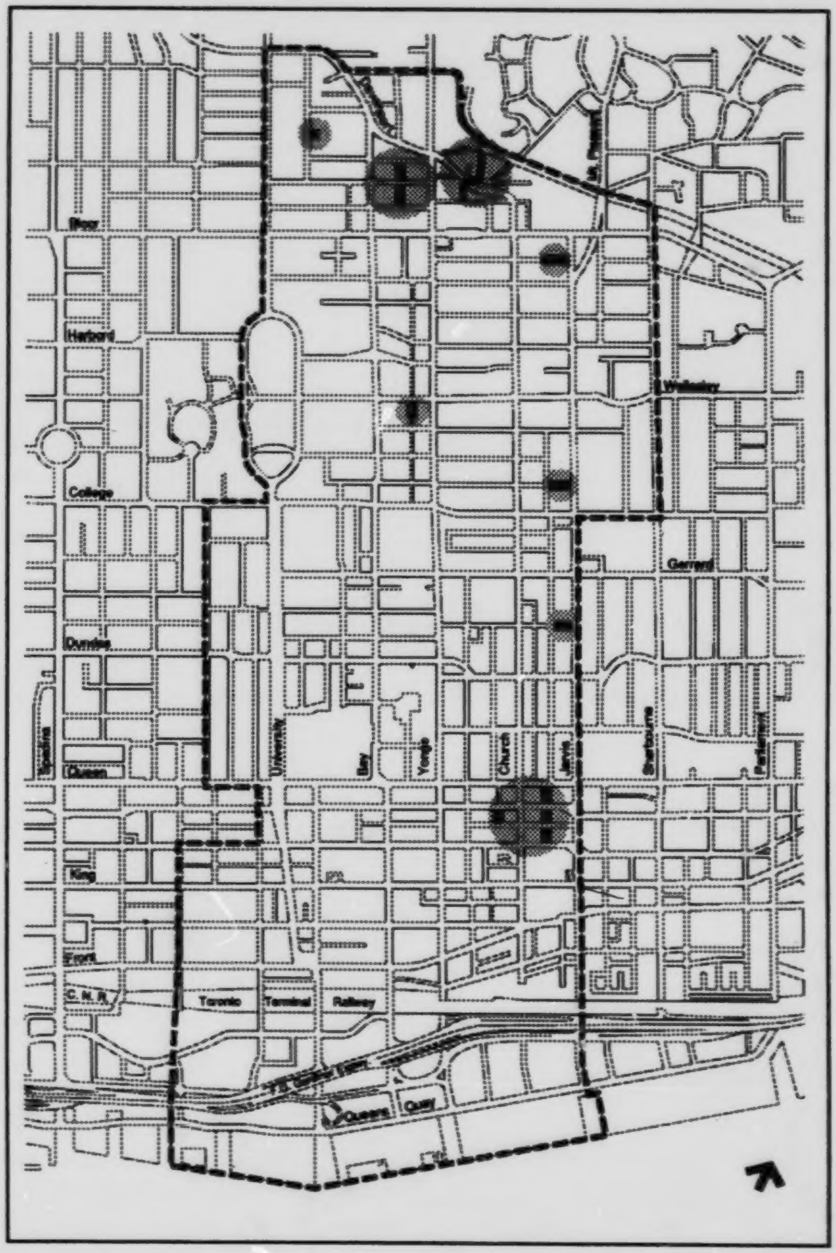
In development in areas of the City with congested sidewalks, or where there is potential for high pedestrian flows, Council shall seek to increase the amount of space available at grade for use by pedestrians. This space may include sidewalks, landscaped sitting areas, transit shelters, or other pedestrian amenities. The additional space may be obtained by reducing the space available to vehicular traffic, or by securing building setbacks. In order to maximize the sidewalk space available to pedestrians, Council shall encourage the incorporation of street furnishings such as seating, vending boxes, and transit shelters, into building facades.

iii) ensure convenient access for people with disabilities to all publicly accessible buildings, facilities, streets, and other open spaces; and

iv) ensure that service activities do not disrupt pedestrian flows on street frontages.

Map 5.5
Proposed Mid Block Connections

- - - Central Core Boundary
▨ Mid Block Connection


Bloor
Harbord
College
Dundas
Queen
King
Front
C.N.R.
Toronto Terminal Railway
Spadina
University
Bay
Yonge
Church
Jarvis
Sherbourne
Parliament
Wellesley
Gerrard
Mt. Pleasant
Queens Quay

101 Where service laneways do not exist, new lanes shall either be created, or service functions shall be internalized within blocks, with access from the secondary street. In order to facilitate internalized servicing on smaller sites, Council shall encourage shared servicing arrangements among adjacent property owners.

102 Vehicular access points across pedestrian rights-of-way shall be consolidated where appropriate, in order to reduce disruption of pedestrian movement and enhance pedestrian safety on sidewalks.

Pedestrian Amenity

103 Council will seek to ensure that streets and other public open spaces are comfortable and animated and offer varied activities and experiences to pedestrians, by actions including, but not limited to:

i) improving existing pedestrian facilities and securing new facilities that offer amenity for the comfort, convenience, and enjoyment of pedestrians.

Council shall encourage improvements to existing pedestrian circulation routes and facilities, including pedestrian rights-of-way and other walkways, setbacks adjacent to public sidewalks, and some laneways. These improvements may include new pedestrian facilities, such as street trees or other landscaping, paving, street furniture, lighting, weather protection, transit shelters, and/or signs, in accordance with Council's Landscape and Streetscape Structure Plan policies.

ii) encouraging materials, scale, fenestration, and rhythm of the architectural features of building bases that promote interest, diversity, and liveliness in the pedestrian environment; and

iii) encouraging the placement of utility wires underground.

Alternative Pedestrian Systems

104 Council shall promote the street as the primary public space for pedestrians by adopting policies including, but not limited to:

i) prohibiting the construction of elevated pedestrian walkway connections and other overhead structures above public rights-of-way, and where possible, seeking the removal of these structures; and

ii) undertaking a study to define the desired extent of the underground pedestrian system.

Until this is done, Council shall prohibit any further extension to the underground pedestrian system, unless the proposed extension complies with all of the following criteria:

a) the proposed extension must be connected to the existing underground pedestrian network except where the proposed building is directly adjacent to a subway entrance;

b) the street level pedestrian realm must be comfortable and diverse, and pedestrian traffic along the route of the underground connection must be sufficient to maintain an active environment along both the public sidewalk and the new connection;

c) the proposed extension must be located in the **Financial District** or a **High Density Mixed-use Area** where existing sidewalks have insufficient width to adequately accommodate pedestrian flows, and have little potential for widening;

d) the proposed extension must link the existing underground network with the subway system and must provide a direct connection between the subway station and the street;

e) the building(s) linked by the underground connection must use a minimum of 60 percent of their frontage for street-related retail and service uses which are directly accessible from the sidewalk; and

f) the hours of public use in the underground extension must at minimum coincide with the hours of operation of the public transit system.

105 It is the policy of Council to seek to improve the safety, amenity, and accessibility of existing underground pedestrian walkways by establishing and implementing guidelines for improvements to publicly owned pieces of the network, encouraging similar improvements to be undertaken on privately owned portions, and requiring any future extensions of the underground network to comply with these guidelines.

The improvements shall include, as appropriate: providing better access for all users; reinforcing the visual connections between the street and the underground; increasing public amenities such as washrooms, seating, telephones, maps, and natural light; establishing height and width criteria for more comfortable walkways; improving visibility and orientation by maximizing lines of sight along walkways, and providing a comprehensive signage system to clearly identify routes; creating visual interest in materials, colours, and finishes; providing public art, displays and exhibits; and improving lighting, ventilation, and acoustic qualities of the system.

Sun, Wind, and Pedestrian Comfort

106 Council shall seek to protect pedestrians from the force of wind induced by the height, form, and spacing of future buildings.

To this end, Council shall use its powers of regulation to try to ensure that the equivalent wind speed, (an index combining mean wind speed and gustiness) will not exceed the following maximum acceptable levels for public sidewalks and open spaces for more than a specified percentage of the total daylight hours to be determined by further study:

Areas where people walk: 18km/hr.
Areas where people sit: 12km/hr.

107 Council shall seek to reduce the effect of existing high wind velocities in important pedestrian areas by providing or securing provision of remedial elements such as landscaping, screens, sheltered walkways, canopies, and/or other appropriate elements.

108 For all development proposals which exceed 30 metres in height, Council shall encourage the submission of wind impact studies which address the wind standards cited in the above section for review at the conceptual design stage and shall require such wind studies at the development review stage.

109 Council shall use its powers to preserve sunlight on streets and other open spaces by regulating building heights and massing. (As an interim measure, on the streets shown on Map 5.6 as "Principal Open Spaces and Streets to be Studied for Sunlight and Other Pedestrian Comfort Standards", the feasibility of achieving a standard of a five-hour period of sunlight spanning the noon hour upon at least one sidewalk on September 21, the autumnal equinox, will be studied. Compliance with this standard will be required where it can be achieved and would significantly improve pedestrian comfort levels. On streets or parts of streets identified on Map 5.6 where a five-hour period of sunlight is not feasible, measures will be pursued to achieve wherever possible a minimum of three hours of sunlight spanning the noon hour upon at least one sidewalk, on September 21.)

110 It is the policy of Council to develop sunlight standards for parks and publicly accessible open spaces based upon the type of open space, the anticipated uses, and the physical context of the open space. Council shall use its powers to regulate building heights and massing to achieve these standards. (As a first step, the feasibility of achieving sunlight standards on the parks and open spaces identified on Map 5.6 will be studied.)

Weather Protection

111 In order to provide pedestrians with protected passage, Council shall identify streets or parts of streets, and edges to open spaces, where at grade continuous weather protection systems such as building overhangs, canopies, colonnades, or awnings are desirable. Council shall seek to ensure that such systems are incorporated in new development at these locations.

112 Council shall establish guidelines for the design of pedestrian weather protection systems, having regard for height and width dimensions, ease of pedestrian movement, integration with building design, relationship to street or open space, safety and maintenance requirements.

PARKS AND OPEN SPACE

Creating an Open Space System in Toronto

113 Council will develop and will encourage the development of a significant system of **parks** and open spaces connected by continuous paths suitable for use by pedestrians, cyclists, and skiers. The Lakeshore, the Toronto Islands, regional parks, the ravines and potential linked networks of **parks**, open spaces and routes designated as **Open Space System** on Map 5.7 shall form the essential elements of the system.

114 Council will seek to create green routes along linear corridors such as defunct rail corridors and rail corridor setbacks for use by pedestrians, cyclists and skiers, as well as landscaped streets as part of the continuous **Open Space System**.

115 Council may create **local** and **district parks** and open spaces in locations other than those designated as **Open Space System** on Map 5.7 to this Plan, in accordance with the policies of (current) Section 2.12 and provisions of Part II of this Plan.

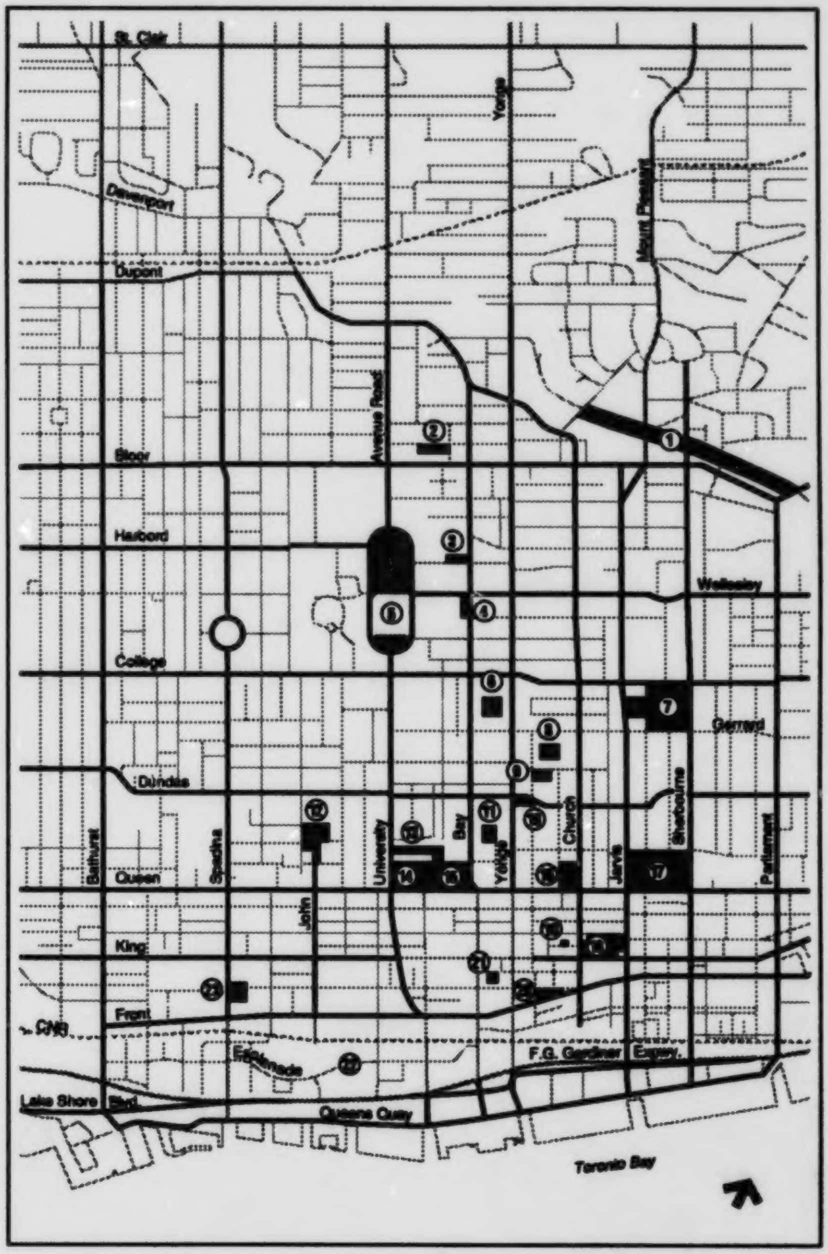
116 Council will seek the cooperation of private owners and public authorities and agencies who own land in areas designated as **Open Space System** to achieve the development of these **parks** and open spaces and the routes which connect them.

117 In the areas designated as **Open Space System** on Map 5.7, no City-owned land will be disposed of, and Council will acquire land and encourage the acquisition of land by other public agencies, wherever possible, to complete the continuous open space network, with an emphasis upon obtaining lands which comprise major natural features. Where sites for new **parks** and open spaces are being considered, a criterion in the site selection process shall be the ability to provide a link to the **Open Space System** or other **local** and **district parks**.

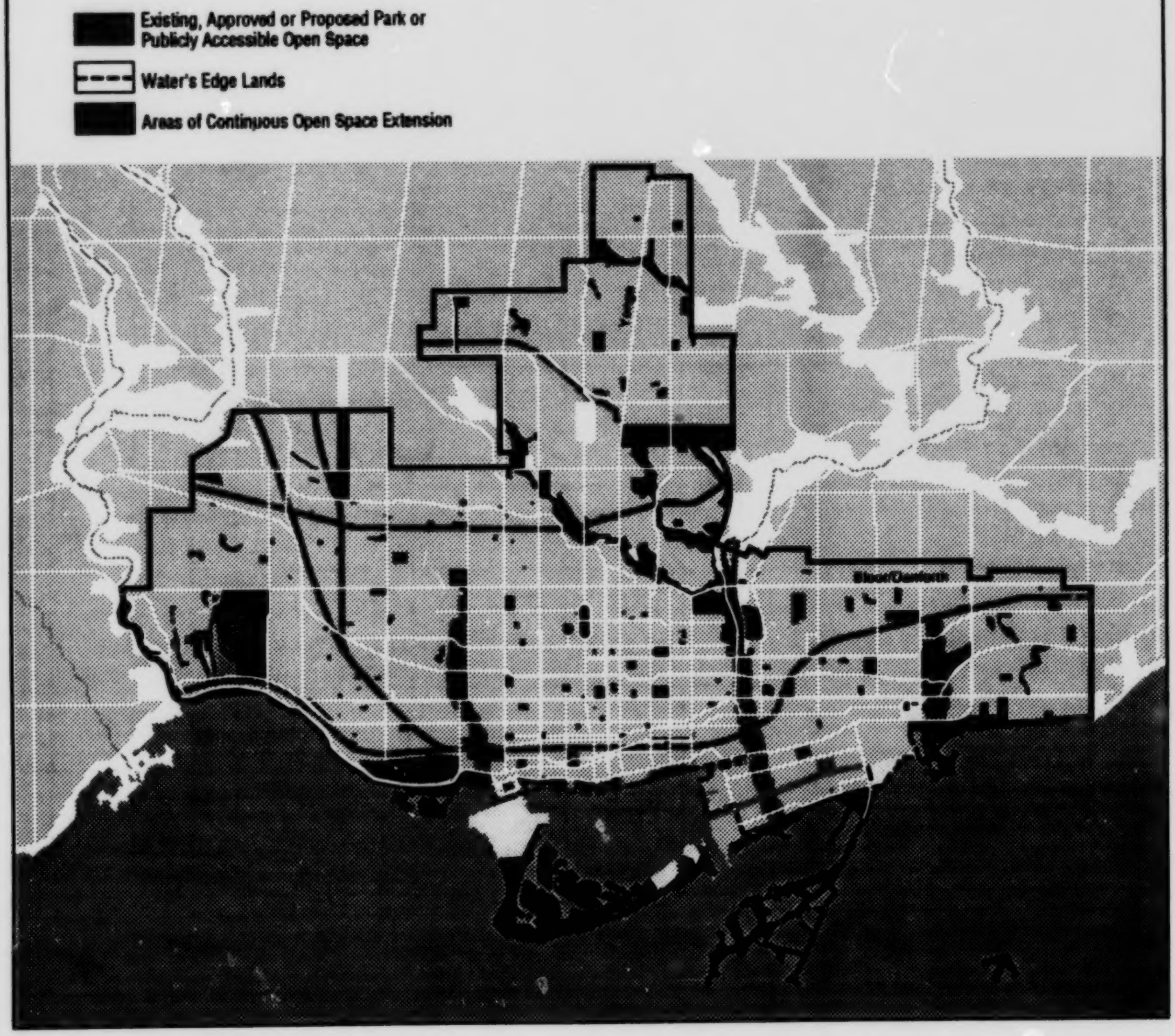
Map 5.6
Principal Open Spaces and Streets to be Studied for Sunlight and Other Pedestrian Comfort Standards

▭ Streets to be Studied

1	Rosedale Ravine
2	Cumberland Park (proposed)
3	St. Michael's
4	Mowat Block Garden
5	Queen's Park
6	College Park
7	Allan Gardens
8	Ryerson Quad
9	Devonian Square
10	Dundas Square (potential)
11	Trinity Square
12	Grange Park
13	Osgoode Mall
14	Osgoode Garden
15	Nathan Phillips Square
16	Metropolitan United Church
17	Moss Park
18	St. James Park
19	Courthouse Square
20	Berczy Park
21	Commerce Court
22	Refer to the Railway Lands Review
23	Clarence Square


St. Clair
Yonge
Davenport
Mount Pleasant
Dupont
Avenue Road
Bloor
Harbord
Wellesley
College
Gerrard
Dundas
Bathurst
Spadina
John
University
Bay
Yonge
Church
Jarvis
Sherbourne
Parliament
Queen
King
Front
CNR
Esplanade
F.G. Gardiner Expwy.
Lake Shore Blvd.
Queens Quay
Toronto Bay

Map 5.7
Open Space System


Existing, Approved or Proposed Park or Publicly Accessible Open Space
Water's Edge Lands
Areas of Continuous Open Space Extension
Bloor/Danforth

118 In the areas designated as **Open Space System** on Map 5.7, Council shall discourage the sale, or lease of lands now owned by any government, crown corporation, public board, commission or agency to private interests, in order to safeguard the future development of a continuous **Open Space System**. Where public lands designated as **Open Space System** are in use for other than **parks** and open space purposes, Council shall encourage their use for **parks** and open space purposes.

119 Major access points to the **Open Space System** will be clearly and attractively signed and located to maximize access.

120 Where any lands designated as **Open Space System** are in private ownership, this Plan does not indicate that this land will necessarily remain as open space indefinitely, nor shall it be construed as implying that areas designated as **Open Space System** are free and open to the general public or will definitely be purchased by any municipality. If proposals to develop any such lands that are in private ownership are made and a municipality or public agency or board does not wish to purchase such lands in order to extend or maintain the **Open Space System**, then an application for the redesignation of such land for other purposes will be given due consideration by the City, insofar as such redesignation is consistent with the policies of this Plan.

Improving the Quality of Parks and Open Spaces: Safety, Access, Design and Comfort

121 A high standard of design to promote comfort, safety, enjoyment, accessibility, a sense of nature and usability should be provided and maintained in existing **parks** and open spaces. New **parks** and open spaces shall be sited and designed so as to provide these qualities.

122 It is the policy of Council that **parks** be located close to public streets, bicycle paths and pedestrian routes in order that they may be easily viewed and entered by the public. **Parks** are to be designed in a manner that readily identifies them as part of the public realm and which provides ready physical access to facilities for all members of the public.

123 Council shall provide each district of the City with a variety of types of **parks** and open spaces that are designed for a variety of active and passive recreational uses for current and future population groups residing or working in the vicinity of the **park** or open space.

124 A typology of **parks** and urban open spaces will be established, and standards will be created for the size, design and comfort requirements of different types of **parks** and open spaces.

125 It is the policy of Council to design all **parks** to accommodate the year-round social and recreational needs of surrounding populations, and to encourage the participation of anticipated users in determining both the type of **park** to be created and the design of each **park**.

New Definition and Policies for Common Outdoor Space

126 The term **Common Outdoor Space** means an area or areas on a lot containing in whole or in part non-residential uses, which area or areas are exterior to the building and provide amenities such as planting, landscaping, seating and other street furniture for the benefit and enjoyment of pedestrians. **Common Outdoor Space** areas shall be adjacent to and accessible from streets, **parks**, walkways and other pedestrian areas.

127 In order to increase the amount of planting, public seating and other functional open space adjacent to pedestrian areas and serving workers, residents and visitors in the **Central Core** and in other appropriate parts of the **Central Area**, Council may pass by-laws requiring the provision of **Common Outdoor Space** on lots in the **Central Area** which are developed or redeveloped, in whole or in part, for non-residential purposes.

Establishing Quantitative Standards: How Much Park Space for How Many People?

128 It is the policy of Council to provide adequate and appropriate **parks** in the **Central Core** for the use and enjoyment of its residents, workers and visitors.

129 In order to provide a minimum level of **parks** in the **Central Core**, it is the objective of Council to:

i) ensure that no places of employment or residence are further than 200 metres walking distance from either a **local park**, a **district park**, or a **regional park**; and

ii) provide **district** and **local parks** at the rate of .6 hectares per 1,000 residents and .3 ha. per 1,000 workers.

130 Council shall review every five years the progress of the City towards meeting its objective for the provision of quality parkland and an **Open Space System** in the City of Toronto.

131 Council shall adopt a Capital Plan for **Parks** and Public Recreation Development which sets out priorities and financial requirements for **parks** acquisitions and improvements, and establishes a timetable for obtaining and improving **parks** and public recreation facilities.

Identifying Parks Deficiencies in the Central Core

132 Council will seek, wherever possible, to create new public **parks** in the areas shown as **Parks Acquisition Priority Areas** on Map 5.8 of this Plan. Notwithstanding the parks development priorities shown on Map 5.8, Council, by resolution, may adjust its priorities in order to ensure that an adequate **parks** system will be made available in conjunction with the development of new housing and places of employment in the **Central Core**.

133 It is the policy of Council to secure in public ownership the park spaces leased by the City in the **Central Core**, and identified as **"Leased Park Space to be Acquired"** on Map 5.8, which forms part of this Plan.

The Need to Revise the City's Existing Parks Levy Policy

134 It is the policy of Council for lands proposed for development or redevelopment for residential purposes greater than or equal to .5 hectares in size, to require the conveyance of one hectare of land for park and public recreation purposes for every 830 units, or 25 percent of the lands exclusive of road allowances, whichever is the lesser, or the payment of the cash equivalent, to be used exclusively for parks and public recreation purposes. The recommended standard of one hectare per 830 units approximates the existing City parks standard of .6 hectares per 1,000 residents.

Council shall seek the necessary legislative amendment to apply this standard to the residential portion of mixed commercial-residential buildings in addition to wholly residential buildings.

135 It is the policy of Council that in areas designated by Council as **"Potential New Residential Neighbourhoods"**, as amended from time to time, all available means, including a parks levy

Map 5.8
Parks Acquisition Priority Areas North of Front Street

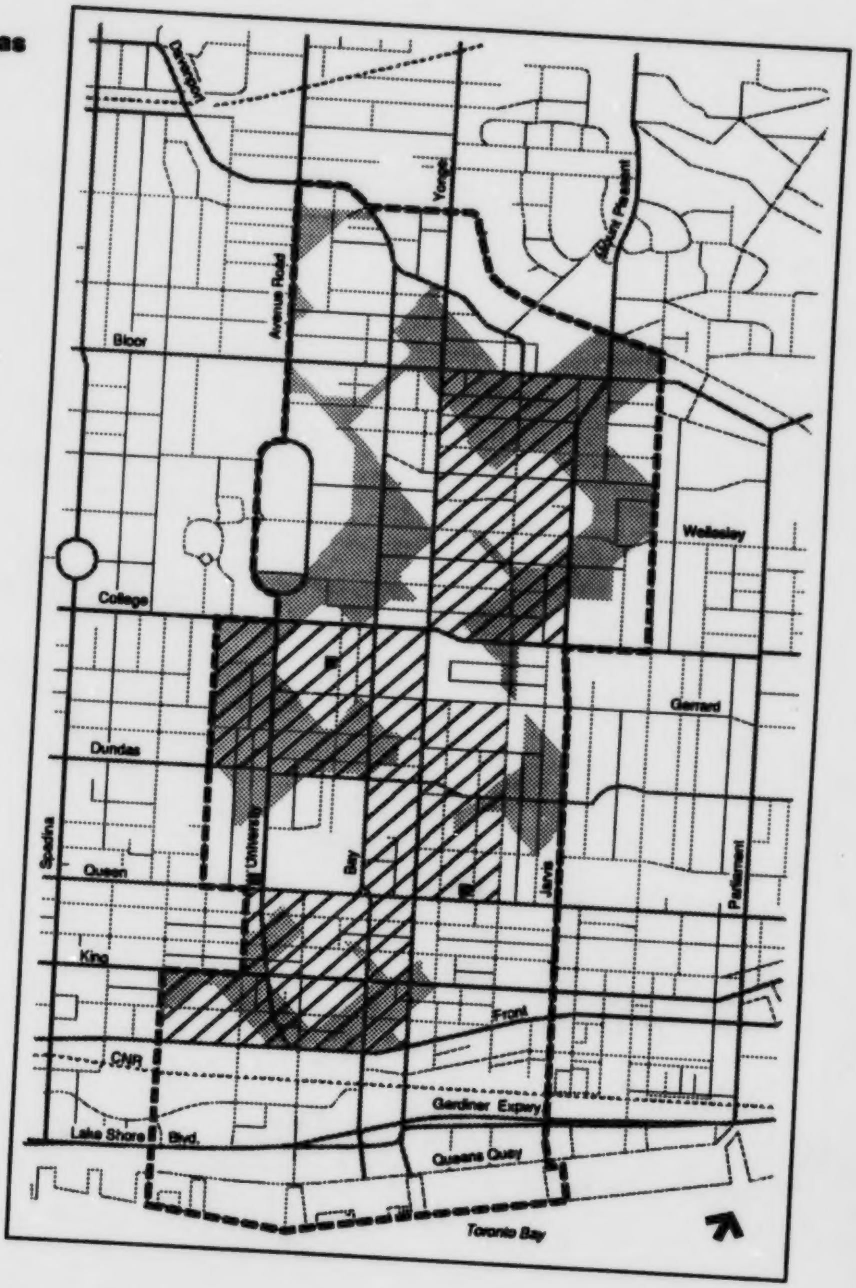
▬ ▬ ▬ Central Core Boundary

Parks Acquisition Priority Areas

▨ Areas Deficient in Parks to Serve Population of Residents & Workers

■ Leased Park Space to be Aquired

▒ Farther then 200m from a Local or District Park


Davenport
Yonge
Mount Pleasant
Avenue Road
Bloor
Wellesley
College
Gerrard
Dundas
Spadina
University
Bay
Jarvis
Parliament
Queen
King
Front
CNR
Gardiner Expwy
Lake Shore Blvd.
Queens Quay
Toronto Bay

pursuant to Section 41 of the Planning Act, will be directed to providing **parks** and public recreation facilities for the future residents of those lands. Prior to approving any developments, Council shall identify the lands to be acquired in the area for **parks** and public recreation purposes. One of Council's criteria in identifying lands to be acquired for **parks** and public recreation purposes shall be creating possibilities to connect to the **Open Space System**.

136 It is the policy of Council for lands proposed for development or redevelopment for residential purposes of less than .5 hectares, and excepting lands developed for **Low Density Residence** or **Houseform** or **Low Rise Mixed-use** or **Low Density Mixed Commercial-Residential Areas**, to require the conveyance of land for **parks** and public recreation purposes at the rate of one hectare for every 3,330 residential units, or the cash equivalent.

Council shall seek the necessary legislative amendment to apply this standard to the residential portion of mixed commercial-residential buildings in addition to wholly residential buildings.

137 Council, in considering the conveyance to the City of Toronto of lands for **parks** and recreation purposes within the areas of the **Central Core** shown as **Parks Acquisition Priority Areas** on Map 5.7 to this Plan, shall have regard for matters such as:

i) the appropriate size and location necessary to create the type of **park** needed in the district;

ii) providing sun and wind conditions which are in accordance with the standards adopted by Council for user comfort;

iii) achieving a high standard of public accessibility, safety, visibility, aesthetics and utility; and,

iv) providing, wherever possible, a pedestrian linkage to streets, walkways and other open spaces to facilitate the creation of a connected **Open Space System**.

Replacing Lost Parkland

138 Where City-owned parkland is to be used for another public purpose, an equivalent area of land will be acquired. Preference will be given to acquiring such equivalent area of land in the immediate vicinity but such area of land may be acquired at an alternative location which is deficient in parks.

Providing Parkland for Social Housing

139 Council shall take appropriate actions to provide public parks and public recreation facilities at the approved Plan standard for residents of social housing in the City of Toronto.

Addressing the Parks Deficiency When Approving Residential Development in Park-Deficient Districts

140 It is the Policy of Council that prior to approval of a rezoning application under Section 34 of the Planning Act for residential purposes, where the subject lands are in an area which is park-deficient under adopted City standards, or would become park-deficient as a result of the subject and other known applications, Council shall adopt a policy recommendation as to how the parks deficiency will be rectified.

HERITAGE

Making Heritage Preservation a Priority

141 It is the policy of Council to encourage the preservation of those sites, buildings and structures, including monuments and bridges, which are of historical and architectural merit. Sites will be interpreted in this context to include archaeological sites and artifacts as well as natural and built landscapes of historical significance.

142 Council recognizes the contribution of heritage buildings and sites to the quality of the urban environment and, accordingly, encourages their conservation.

Creating a City-wide Heritage Conservation Plan

143 Council shall adopt a Heritage Conservation Plan for the City which will include buildings, structures and sites, as well as archaeological features and landscapes.

Increasing Public Awareness of Heritage Conservation Programs

144 Council shall promote greater awareness of Heritage Conservation Programs among the general public through educational programs and the dissemination of publications directed at both the general public and owners of heritage buildings and sites.

Strengthening Heritage Designation and Conservation District Policies

145 It is the policy of Council to designate buildings, structures, and sites of architectural merit or historical importance pursuant to the Ontario Heritage Act, and take all necessary steps to ensure their preservation. Sites will be interpreted in this context to include archaeological sites and artifacts as well as natural and built landscapes of historical significance or architectural merit.

146 It is the policy of Council to establish **Heritage Conservation Districts** within the City on the basis of appropriate studies and, to take appropriate steps to encourage preservation of the heritage buildings and sites within such districts, including all areas in the public domain.

147 In designating a **Heritage Conservation District**, Council shall first designate such area by-law as a **Heritage Conservation District** Study Area, and direct that a study of the proposed district be undertaken. Once completed, the study will form the basis of the **Heritage Conservation District** Plan and Council may proceed to designate all or part of the area by by-law as a **Heritage Conservation District** and, where appropriate, enact by-laws under Section 34 of the Planning Act to implement the regulations of the **Heritage Conservation District** Plan.

Modifications to the Heritage Density Exemption

148 Notwithstanding any other provision of this Plan, Council may, upon application by the owner of a **lot** located in a Mixed-use Area in the **Central Area** which contains a building or structure designated by Council as having historic or architectural value or interest under Part IV or Part V of the Ontario Heritage Act, pass by-laws to permit the exclusion of the **gross floor area** of the designated building or structure, or portion thereof, which is retained in the new development, from the calculation of the maximum permissible density of the new development on the **lot**, provided that:

i) where only a portion of the designated building or structure is retained, such portion contains the features of historic or architectural value or interest for which the building was designated;

ii) Council is satisfied that the relationship between the designated building or structure, or portion thereof, and the proposed development will be such that the quality, character and three-dimensional integrity of the designated building or structure, or portion thereof, will be respected and that the new development will have a height, massing and design which provides acceptable sunlight and wind conditions on adjacent public rights of way and open spaces;

iii) Council shall not enact such by-law unless detailed plans as required under Section 40 of the Planning Act for the new development, incorporating the heritage building, are approved concurrently;

iv) the **gross floor area** excluded does not exceed the amount specified below for the area in which the **lot** is located:

- 0.5 times the area of the development **lot** in **Houseform, Low Rise, Mid-rise** and **Medium Density Mixed-use Areas**;
- 1.125 times the area of the development **lot** in **High Density Mixed-use Areas**; or
- 2.0 times the area of the development **lot** in the **Financial District**; and

v) the retention, maintenance, and use of the designated building or structure, or portion thereof, are secured by the City by an appropriate legal agreement.

For the avoidance of doubt, a by-law passed under this Section may permit the **gross floor area** which is excluded from the calculation of the maximum permissible density of the new development on the **lot** to be used for any purpose for which Council may pass by-laws applicable to the Area in which the **lot** is located.

Conversion of Residential Permissions to Commercial Within Designated Heritage Buildings in Residence Areas

149 Notwithstanding any other provision of this Plan, Council may, upon application by the owner of a **lot** located in a **Medium** or **High Density Residence Area** in the **Central Area** which contains a building or structure designated by Council as having historic or architectural value or interest under Part IV or Part V of the Ontario Heritage Act, pass by-laws to permit some or all of the **gross floor area** of the designated building or structure, or the portion thereof which is retained in a new development, to be used for **commercial** purposes, provided that:

i) the maximum permitted **gross floor area** to be used for commercial purposes shall not exceed the **gross floor area** of the building to be retained or the maximum total density permitted on the **lot**, whichever is less;

ii) where only a portion of the designated building or structure is retained, the maximum permitted **commercial gross floor area** shall not exceed the **gross floor area** retained and such portion shall contain the features of historic or architectural value or interest for which the building was designated;

iii) Council shall not enact such by-laws unless detailed plans as required under Section 40 of the Planning Act for the new development, incorporating the heritage building, are approved concurrently;

iv) the retention, maintenance and use of the designated building or structure or portion thereof are secured by the City by an appropriate legal agreement; and

v) Council is satisfied that the quality, character and three-dimensional integrity of the designated building or structure will be respected.

Retaining the Density Transfer Policy for Heritage Buildings Used for the Performing Arts

150 Notwithstanding any other provision of this Plan, on applications by:

i) the **owner of a lot** (hereinafter called the donor **lot**) located in the **Central Core** and located either within a **High Density Mixed-use Area** south of Grosvenor Street, or within the **Financial District**, which **lot** includes a designated property within the meaning of the Ontario

Heritage Act, on which property is erected a building having historic or architectural value or interest which the **owner** proposes to restore for use or continued use as a centre primarily for the purposes of accommodating performing arts (which building is hereinafter called the "historic centre") and

ii) the **owner** of another **lot** located in the **Central Core** and located either within a **High Density Mixed-use Area** south of Grosvenor Street or within the **Financial District** (hereinafter called the receiving **lot**)

Council may pass by-laws applicable to the donor **lot** and to the receiving **lot**, respectively, the effect of which is to:

a) reduce the maximum **commercial gross floor area** which is permitted to be erected and used on the donor **lot** by by-laws passed in conformity with this Plan, by up to an amount (hereinafter called the 'density permitted to be transferred') equal to the amount of **commercial gross floor area** (hereinafter called the 'existing **gross floor area**') which, immediately prior to the date of adoption of Amendments pursuant to this Section, was permitted to be erected or used on the portion of the donor **lot** which portion has boundaries which coincide with the boundaries of the designated property containing the historic centre, but excluding from the calculation of the existing **gross floor area**, the amount of the **commercial gross floor area** contained within the historic centre immediately prior to the date of adoption of such by-laws, and

b) increase the maximum amount of **commercial gross floor area** otherwise permitted to be erected and used on the receiving **lot** by this Plan, by an amount up to an amount equal to the amount of the density permitted to be transferred from the donor **lot**, provided that:

1) Council is satisfied that the **owner** of the donor **lot** will expend the proceeds of the sale of the density permitted to be transferred, as soon as is reasonably practicable to do so, to defray the whole or part of the cost of acquisition and/or restoration of the historic centre, or of the whole or part of the cost of acquiring additional land on which to erect and/or the cost of erecting additional facilities to be used in connection with the use of the historic centre primarily as a centre for the performing arts;

2) the maximum amount of density permitted to be transferred from the donor **lot** to the receiving **lot** shall not in any case exceed the amount of **commercial gross floor area** which, when combined with the amount of **commercial gross floor area** permitted to be erected and used on the receiving **lot** immediately prior to the date of the adoption by Council of Amendments pursuant to this Section, would exceed an amount equal to the total maximum density permitted in the area or district in which the receiving **lot** is located.

3) Council has regard for the compatibility of the development which may be erected and used on the receiving **lot** with development which is or may be located adjacent thereto.

For the avoidance of doubt, a by-law shall not be passed under this Section in a case in which a by-law applicable to either the donor **lot** or the receiving **lot** previously has been passed under Section 1A.42 (density bonus for heritage buildings in a mixed-use district) nor shall a by-law be passed under Section 1A.42 in a case in which a by-law has previously been passed under this Section, applicable to either the donor lot or the receiving lot as the case may be.

For the purposes of this Section the term "performing arts" means live theatrical, dance and/or musical productions.

Re-use of Heritage Properties

151 It is Council's policy, when selecting buildings to accommodate the need for additional space for City departments and agencies, to give consideration to the re-use of heritage buildings.

152 In the case where all other avenues for preservation have been exhausted and a building is not considered by Council to be worthy of individual designation, Council shall advocate the re-use of historic building elements in new construction so as to preserve the handiwork of past craftsmen and conserve resources and energy. For the avoidance of doubt, it is Council's policy not to grant additional density in exchange for the incorporation of historic building fragments in new development.

Conserving Natural and Built Landscapes of Heritage Significance

153 Council shall encourage the preservation of both natural and built historical landscapes and will seek authority from the Province to control and protect historic landscapes. It is the policy of Council to seek the establishment of programs and incentives for the conservation of historic landscapes.

NEIGHBOURHOODS

Goals and Objectives for Neighbourhoods

154 Toronto is a City of neighbourhoods. The neighbourhoods are identifiable geographic areas which provide a focus for the daily life of the City's residents. Many neighbourhoods express unique characteristics based on the City's varied natural features and its diverse multicultural makeup. The neighbourhoods are linked across the City by natural features, by physical elements such as streets and transit, by economic, social and cultural relationships and by communities of interest.

155 Council's general goals for neighbourhoods of all kinds are to ensure, through its own actions and those of other levels of government, that Toronto's neighbourhoods:

i) provide a pleasant, supportive, safe and healthy environment for the daily living of all people;

ii) provide adequate community services and facilities and parks and open space, good urban design and built form and good access to transit; and

iii) accommodate a diversity of people by providing access to a wide range of housing types including affordable housing, and a wide variety of social and economic activity required to support individual, family and community life.

156 Council shall regard existing and new residential development in the context of maintaining and building liveable, well-serviced, diverse and equitable neighbourhoods.

For the purposes of this policy, neighbourhoods may be described as:

i) stable low density neighbourhoods composed mainly of **Low Density Residence Areas**;

ii) medium and higher density neighbourhoods composed mainly of **High Density Residence Areas** and **Mid-rise, Medium** and **High Density Mixed-use Areas**; and

iii) new neighbourhoods resulting from comprehensive redevelopment of large tracts of land.

157 Council's objectives for the City's neighbourhoods are as follows:

i) For low density neighbourhoods, it is Council's policy to maintain and enhance the stability and liveability of existing neighbourhoods by ensuring amongst other things that:

- an adequate level of **community services and facilities** and **parks** are maintained and provided;

- intensification in the form of infill and conversions is consistent with neighbourhood structure and character; and

- intensification along the main streets is compatible with the existing neighbourhood.

ii) For medium and high density neighbourhoods in and around the **Central Core**, it is Council's policy to, amongst other things:

- maintain, or where appropriate, permit a higher proportion of residential uses within the level of development permitted in **Mid-rise, Medium** and **High Density Mixed-use Areas;**

- address existing deficiencies in **community services and facilities** and **parks**; and

- achieve a high quality of built form through consistent application of planning controls.

iii) For medium and high density neighbourhoods outside of the **Central Core**, it is Council's policy amongst other things to:

- prohibit the extension of existing **High Density Residence Areas** where it may result in the loss of **Low Density Residence Areas**;

- encourage the retention and rehabilitation of the existing stock of rental apartments; and

- address existing deficiencies in **community services and facilities** and **parks.**

iv) For new neighbourhoods, it is Council's policy amongst other things to: accommodate the major proportion of the projected population and housing increases recommended in this Plan in these neighbourhoods; and to prepare comprehensive neighbourhood plans that take into account the following matters:

- integrating the new neighbourhood into the fabric of the surrounding neighbourhoods with respect to the extension of the City's street and block pattern and **open space system;**
- the need for environmental studies of all the lands in accordance with the environmental policies of this Plan;
- timely provision of adequate **community services and facilities** and **parks** at the earliest stage of development;
- preparing built form guidelines and appropriate building typologies to accommodate a range

of housing types such as townhouses, apartments and new building forms;
- appropriate built form that achieves desirable conditions with respect to wind, sun and shade;
- capacity of transportation systems, including transit and roadways;
- providing at least 50 percent of new housing **as affordable housing** and 25 percent in the form of **housing suitable for families with children;**
- designating retail streets to serve the shopping needs of new residents on a local basis; and,
- preserving historic buildings and districts.

The Importance of the Neighbourhood Planning Process

158 In order to achieve these goals and objectives, it is the policy of Council to regard all existing, emerging and new residential areas throughout the City as neighbourhoods.

159 Council recognizes the tradition and practice of public participation in the neighbourhood planning process. Council shall seek the views and participation of the public generally during the preparation and prior to implementation of the following: Part I and Part II Official Plan Amendments, Zoning By-law Amendments, Community Improvement Plans, Community Services and Facilities Strategic Plans, neighbourhood traffic plans, heritage preservation policies, social planning and other planning initiatives.

Elements of Neighbourhood Structure and Character

160 In order to fulfil its objective of maintaining the stability of existing neighbourhoods when approving new development, Council shall have regard for the following elements of neighbourhood structure and character:

- Pattern of streets, lanes and blocks; lot size, frontage and depth characteristics;

- Presence and pattern of public and private open spaces and topographical features;

- Any unique or special characteristics;

- Scale of development with respect to the height and massing of buildings;

- Siting of buildings in relation to the size and configuration of the lots;

- Relationship between the street, the semi-private open space in front of buildings and the primary entrance and between the back of buildings and rear yards;

- Nature of streetscape as defined by landscaping, sidewalk, boulevard and road;

- Compatible relationship between buildings in the neighbourhood interiors and buildings along the neighbourhood edges;

- Presence of historic buildings and districts;

- Location and availability of public transit and on-street, off-street and below grade parking; and,

- Location of schools, **parks**, religious facilities, recreation facilities, libraries and fire halls.

161 In medium and high density neighbourhoods, Council shall have regard for, amongst other matters:

- Retaining the existing pattern of streets, lanes, blocks, public and private open spaces and topographical features;

- Appropriate planning controls to achieve a balance between the relationship of a building to the street and other public spaces as well as the relationship between other buildings with respect to light, view and privacy;

- Grade-related private and public uses that animate the street edge;

- Achieving desirable conditions of pedestrian comfort at the street level with respect to wind and sun penetration in accordance with appropriate standards;

- Preparing guidelines and building typologies for specific neighbourhoods to achieve a predictable built form on an area basis; and

- Providing adequate **community services and facilities** and **parks** on a neighbourhood basis to serve the needs of the local population as distinct from the provision of regional facilities that serve the City-wide population.

Providing a Strategic Direction for Achieving Housing Policy in a Neighbourhood Context

162 Council will seek to achieve its housing production targets in the following manner. The majority of new housing development will take place in the form of new neighbourhoods on previously non-residential lands within the **Central Area**. Additional new housing development will be achieved, at medium and high densities, generally in and around the **Central Core**, and throughout the City along the main streets. New units will continue to be created through intensification of existing low density neighbourhoods.

163 The development of new housing shall be considered within the intent of the City's land use policy regulations and principles of good planning practice contained in this or Part II of this Plan. Other relevant policies of Council and other levels of government articulated from time to time shall be addressed within this context of good planning.

164 It is the policy of Council to regard **social housing** as an appropriate and desirable type of residential development in all City neighbourhoods.

165 Subject to policies of this Plan respecting the redesignation of industrial land, Council may redesignate non-residential lands in **industrial**, **commercial** and **institutional** use for **residential** purposes. Council will encourage the creation of new neighbourhoods on any newly designated residential lands provided that the redesignation of land only occurs through a Part II planning process and in accordance with other policies of this Plan.

166 In the medium and high density neighbourhoods in and around the Central Core, Council will continue to encourage the development of new housing in accordance the objectives contained in this Plan. Council will also have regard for the elements of neighbourhood structure and character as contained in this Plan in formulating appropriate planning controls for these neighbourhoods.

167 **Main streets** are major streets with mixed commercial and residential uses which often serve as a focus for and define the edges of low density neighbourhoods. Council will consider these streets as the primary location for the addition of residential units in accordance with emerging Main Streets policy. In achieving this objective, Council will have regard for:

i) the impact of increased residential units on the built form of the streetscape and the adjacent neighbourhoods;

ii) the capacity of the transit system and the impact of new developments on traffic and parking; and,

iii) the adequacy of physical infrastructure and the availability of **community services and facilities.**

168 In low density neighbourhoods, Council may permit residential intensification in the form of infill housing. This includes building on vacant lots and the replacement of existing structures with single and multi-unit buildings provided that the overall structure and character of the neighbourhood is maintained.

169 In low density neighbourhoods, infill development may involve the construction of a residential structure behind a building facing a street, on internal block areas or lots with minimal or no street frontage or rear lane development. It is the policy of Council to generally discourage this form of development as being inconsistent with the character of low density neighbourhoods. Evaluation of applications to amend the Zoning By-law to permit such infill on lots that are unusual in shape, configuration or depth should take into account among other things, the following: the impact on light, view and privacy of adjacent backyards, servicing and access and the compatibility of new development with neighbourhood character.

170 In low density neighbourhoods, Council may permit residential intensification through the conversion of existing structures to rooming houses, and converted houses, provided that the structure and character of the neighbourhood is maintained.

Ensuring Appropriate Commercial Development in the Neighbourhood Context

171 In all neighbourhoods, it is the policy of Council to provide for adequate retail and service activities that serve the local shopping and service needs of the neighbourhoods by:

i) encouraging the intensification of pedestrian and transit-oriented, grade-related retail and service activities primarily on the existing **traditional shopping streets**;

ii) designating retail streets as local shopping areas to serve the needs of existing and new residents in medium and high density and new neighbourhoods;

iii) passing by-laws, as necessary, to permit a wide range of retail and service uses; to ensure the continued economic viability of local shopping streets; and to minimize any adverse impacts on surrounding neighbourhoods; and

iv) supporting local business organizations through measures such as the Business Improvement Area Program.

172 In order to protect the economic viability of existing **traditional shopping streets,** it is the policy of Council to consider applications for new commercial development in the context of a local area study taking into consideration the need for the new development, the impact on existing commercial areas and the impact on affected neighbourhoods with respect to built form, traffic and parking and elements of neighbourhood structure and character. Such applications may include, but are not limited to, an extension of an existing retail strip, expansion of large retail facilities or the creation of new retail areas not currently designated for commercial uses.

173 It is the policy of Council to contain major commercial office development within designated areas of the **Central Area** and the Yonge-Eglinton and Yonge-St.Clair nodes.

Providing for Mixed Industrial-Residential Neighbourhoods

174 In neighbourhoods that have a combination of residential and non-polluting industrial uses, it is the policy of Council to continue to maintain this mix of land uses, improve neighbourhood amenities and resolve local conflicts.

TRANSPORTATION AND THE LAND USE NEXUS

The Land Use/Transportation Balance Redefined

175 It is the policy of Council that the future development of the Central Area be directed to achieve the desired balance among the three basic goals of:

i) a continued steady rate of office development;

ii) an increased rate of housing and population growth; and

iii) a minimal increase in commuting into and out of the **Central Area**, including the objective of limiting peak-period automobile volumes to approximately present levels.

176 It is the policy of Council to reduce the future growth of inbound commuting by encouraging an increase in the supply of **Central Area** housing to provide greater opportunities for people to both live and work locally, and by introducing policy measures designed to achieve a better numerical and qualitative match between the rate of office development and the rate and type of new housing built in the **Central Area** to potentially accommodate the growing numbers of office workers associated with the increased supply of office space.

177 In support of the policy of intensification and where appropriate in terms of the other policies and objectives of this Plan, Council will seek to achieve a balanced pattern of development growth based on an assumed average annual rate of office space absorption of 128 000 square metres and a targeted average annual rate of housing production of 3,500 additional units in the **Central Area** during the period extending to the year 2001. The continued appropriateness of these average annual rates of office space absorption and increased housing production will be the subject of Quinquennial Reviews and, as a result of such reviews, Council may amend this Plan to ensure that an appropriate balance of commercial and residential growth in the **Central Area** is maintained or restored.

178 It is the policy of Council, subject to the other policies and objectives of this Plan, to encourage housing development in the **Central Area** to, among other things, substitute for the need to build costly additions to the transportation system to bring more commuters into and out of the **Central Area**. In support of this position, Council urges other levels of government to give greater consideration to redirecting funding away from financing increases in peak-period transportation capacity and towards building more housing in the **Central Area** as a means of both providing more homes and reducing the need for long-distance commuting.

Emphasis on Transit

179 It is the policy of Council that any growth in trip volumes during the rush-hours in the peak-direction across the Central Area Cordon be accommodated without increases in the number of autos through encouraging a greater use of other modes of travel, principally transit, and by undertaking measures to limit peak-period auto volumes where appropriate.

Future Consideration of New Subway

180 It is the policy of Council that future decisions respecting the addition of major new transit lines of subway-type capacity to serve the Central Area should only be made in the light of full and detailed study once the need for such a line(s) has been adequately established.

Subway Improvements

181 It is the policy of Council to support appropriate measures to increase the capacity and reliability of the existing TTC subway system.

Surface Transit Improvements

182 It is the policy of Council to support measures to increase the capacity, enhance the attractiveness and improve the operational efficiency of surface transit (streetcar, trolley and diesel bus) routes serving the **Central Area**. Such measures should include, but not be limited to, the consideration of:

i) reserved transit lanes;

ii) priority for transit vehicles at traffic signals;

iii) improved fare collection methods;

iv) improved access to and shelter at transit stops;

v) premium and express transit services; and

vi) additional routes and connections.

GO Rail and Union Station

183 It is the policy of Council to support the expansion of existing GO Rail services to the **Central Area** and to confirm the primary role of Union Station as a passenger rail facility.

Regional Transit Improvements

184 It is the policy of Council to encourage greater fare and service integration between the TTC and GO Transit systems and to support a more coordinated approach to the provision of transit services at the regional level.

"Transportation Gateways" in the GTA

185 It is the policy of Council to support the Provincial initiative to promote the development of "transportation gateways" in selected locations throughout the Greater Toronto Area (GTA) to act as focal points in the regional transportation network which serve to attract people to and distribute them from major transit facilities and thereby encourage a greater overall use of transit by people travelling within and between regions in the GTA, including the City's **Central Area**.

Developing A Regional Passenger Rail System

186 It is the policy of Council to support measures to eventually achieve a greater use of the existing rail corridors in the Greater Toronto Area for passenger rather than freight movement.

Gardiner Expressway Dismantling Study

187 It is the policy of Council to support and cooperate in the study of the transportation, land use and economic implications of the proposal to dismantle the elevated, central section of the F. G. Gardiner Expressway.

Limiting Auto Commuting Levels

188 It is the policy of Council to support the goal of limiting auto commuting levels to present volumes by adopting, where deemed necessary, appropriate measures to control the number of autos used for commuting into and out of the **Central Area**, giving particular attention to influencing the supply of **Central Area** parking to achieve this end.

Increasing Auto-Occupancy Levels

189 It is the policy of Council to promote the more efficient use of the private automobile by supporting measures to increase auto occupancy levels. Such measures should include, but not be limited to, the consideration of:

i) promoting ride sharing;

ii) promoting reserved lanes for high occupancy vehicles; and

iii) introducing preferential parking arrangements for high occupancy vehicles.

Auto Reduction and the Quality of Life

190 It is the policy of Council to enhance the quality of life in the **Central Area** by supporting, in principle, the objective of reducing the overall use of the conventional private automobile from present-day levels and to take appropriate measures towards this end as acceptable auto reduction strategies are developed.

Local Surface Transit Priority

191 It is the policy of Council to enhance and protect the local service aspects of TTC surface routes and Council will oppose measures which, in the pursuit of other broader or regional objectives, undermine local public transit in the **Central Area**.

Traffic Management

192 It is the policy of Council to support traffic management measures designed to make better and more efficient use of the existing **Central Area** roads and which are aimed primarily at benefiting transit riders, cyclists and pedestrians. Such measures should include, but not be limited to, consideration of:

i) the types of transit priority measures referred to in this Plan;

ii) increased traffic and parking regulations, and enhanced enforcement;

iii) improved traffic signal system;

iv) encouraging the provision of off-street loading and courier facilities;

v) selected intersection improvements;

vi) encouraging walk and cycle trips;

vii) encouraging increased auto occupancy levels;

viii) better driver education; and

ix) improved signage.

Off-Street Service and Delivery

193 It is the policy of Council to encourage adequate loading and courier facilities to be provided off-street where reasonably possible in conjunction with the development or redevelopment of downtown commercial sites.

Improvements for Cyclists

194 It is the policy of Council to implement programs which facilitate and support greater and safer use of the bicycle as a mode of transport for both recreational and other non-recreational trip purposes. Such programs should include, but not be limited to, the consideration of:

i) the development of a network of on-street and off-street bike lanes and paths;

ii) encourage the development of road design and maintenance standards which reduce the risk of accidents and injuries to cyclists;

iii) securing bicycle parking facilities at subway and GO stations to encourage combined bicycle/transit trips;

iv) requiring new major developments to provide secure bicycle parking and, where appropriate, shower/change facilities for bike commuters;

v) raising public awareness of the convenience, health and economic benefits of commuter cycling; and

vi) sponsoring education programs on safe and responsible cycling.

Improvements for Pedestrians

195 It is the policy of Council to support measures to improve the pedestrian environment of the **Central Area**. Such measures should include, but not be limited to, consideration of the following:

i) provision of wider sidewalks;

ii) improved pedestrian conditions for people with disabilities;

iii) more trees and street furniture;

iv) enhanced pedestrian access to the Waterfront;

v) changes to traffic signals to facilitate pedestrian movements;

vi) better weather protection for sections of sidewalks;

vii) improved lighting; and

viii) developing an overall plan for the underground pedestrian system, with design guidelines, better signage and improved connections to the surface sidewalk system.

Movement of Goods

196 It is the policy of Council, in recognition of the importance of an efficient goods movement system to the health of the City's economy, to give appropriate weight to the consideration of the need to move goods, products and other materials in the resolution of transportation issues in the **Central Area**.

Public Transportation for People with Disabilities

197 It is the policy of Council to encourage improving and extending public transportation services in order to provide an equitable level of public transportation services for people with disabilities

OFFICE

Financial District Proposals

198 It is the policy of Council that the **Financial District**, including its appropriate **commercial** extension into the **Railway Lands**, as determined in Part II of the Plan for the **Railway Lands**, is the pre-eminent centre for office **commercial** development in the City, the Metropolitan Area and the Region, providing an ideal location for firms which are most dependent on face-to-face contact for the efficient conduct of business and accommodating the establishment and expansion of firms which engage in financial services.

199 It is the policy of Council to use its powers to foster a high quality business environment capable of supporting the expansion of the financial services sector, and to take measures such as, but not limited to, improving the reliability and quality of municipal services and infrastructure in the Central Area and encouraging other levels of government with responsibility for the provision of needed infrastructure, including the communications grid and transit services, to promote the highest possible level of service.

HOUSING

Providing Housing for a Population of at Least 725,000 People by the Year 2011

200 The housing goals of Council are:

i) to provide decent housing to all residents in a suitable living environment;

ii) to provide a range of housing types to meet the needs of all residents, including **affordable housing** for low and moderate income residents;

iii) to preserve and improve existing housing and existing **residence areas**; and

iv) to provide housing which is accessible to people with physical and other forms of disabilities and meets their needs for support services.

Recommended Definitions

201 "**Affordable**" means total annual housing costs which do not exceed 25 percent of gross annual household income in the case of rental housing, and 30 percent in the case of ownership housing.

202 "**Affordable Housing**" means housing which would have rents or prices that would be affordable to households with a range of incomes in the lowest 60 percent of the income distributions for tenant households of various sizes and composition within the Toronto Census Metropolitan Area; and which would be provided primarily for occupancy by such households, on an ongoing basis.

Affordable Housing includes Social Housing as defined in the City of Toronto Act, 1988 (Section 2.(1)) and any other government-assisted housing or *bona fide* non-profit housing which the City of Toronto may recognize as Affordable Housing from time to time.

Providing New Housing Opportunities Throughout the City

203 Council's long-term housing target is to provide the opportunity for 45,000 new dwelling units to be built within the City by 2001, 35,000 of which should be located within the **Central Area**.

Making Housing Affordable to Low- and Moderate-Income Residents

204 Council's long-term housing target is that a minimum of 22,500 new dwelling units built by 2001 within the City should be **social housing** units provided by non-profit housing agencies, 17,500 of which should be located within the Central Area; and that at least one-half of the new **social housing** units should be provided for residents who require rent-geared-to-income assistance.

Residential Intensification

205 To accommodate future demand for housing in the City, Council's objective is to encourage **Residential Intensification**, as defined in the 1989 Provincial Policy Statement: Land Use Planning for Housing, subject to the Neighbourhoods Policy and other policies of this Plan.

Recommended Definitions

206 "**Residential Intensification**" means creation of "**New Residential Units**" or accommodation in existing buildings or on previously developed, serviced land generally including:

- creation of rooming, boarding and lodging houses;
- creation of "**Accessory Apartments**";
- conversion of non-residential structures to residential use;
- "**Infill**"; and
- "**redevelopment**".

207 "**New Residential Units**" means residential units constructed primarily for use as principal residences.

208 "**Accessory Apartments**" means self-contained apartments created through converting part of, or adding on to, existing homes (single detached, semi-detached, duplexes, triplexes, row houses, etc.).

209 "**Infill**" means development on vacant lots or underdeveloped lots in a developed area to create additional New Residential Units.

210 "**Redevelopment**" means creation of New Residential Units on land previously used for residential or non-residential purposes in existing communities, where demolition of the previous structures is to take place, or has taken place.

Conversion

211 Council will continue to assist the provision of **new residential units** or accommodation through administration and promotion of, and participation in programs intended to encourage creation of rooming houses, and **accessory apartments**, and conversion of non-residential structures to residential use, where otherwise permitted by this Plan.

Infill

212 Council's policy is to encourage provision of **new residential units** or accommodation on vacant or underdeveloped **lots**, where otherwise permitted by this Plan.

Redevelopment – Public Lands

213 It is the policy of Council that, in the event of the disposal of lands located within the City and owned by various levels of government, any boards, agencies, commissions or government-related **institutions**, Council will consider the desirability of developing such lands for **affordable housing**, and where appropriate, shall encourage the development of said lands for such housing as a priority.

Redevelopment – Non-Residential Lands with Affordable Housing Component

214 In redesignating any lands for residential purposes, Council's policy is to require that at least:

i) one-half of all new housing provided within such lands be provided in the form of **affordable housing**; and

ii) one-quarter of all new housing provided within such lands be provided in the form of **housing suitable for families with children.**

Recommended Definition

215 The term **housing suitable for families with children** means:

- dwelling units containing at least two bedrooms;
- with indoor and outdoor space available on-site, adequate to provide for safe, supervised play areas and social and recreational programming; and
- located within convenient walking distance to community services and facilities such as public transit, education and recreation facilities, and parks.

Retention and Conservation of Private Rental Housing

216 It is Council's goal to encourage retention and conservation of the existing stock of private rental housing.

217 It is Council's policy to discourage demolition, conversion, and renovation which in Council's opinion is undesirable, and the severance of **rental property**, or any part thereof, as defined in The Rental Housing Protection Act, 1989.

Recommended Definitions

218 "**rental property**" means a building or related group of buildings containing one or more rental units, but does not include a condominium;

219 "**related group of buildings**" means buildings that are under the same ownership, and on the same parcel of land as "parcel of land" is defined in section 45 of the Planning Act, 1983;

220 "**rental unit**" means premises used as rented residential premises and includes premises that have been used as rented residential premises and are vacant;

221 "**rented residential premises**" includes a room in a boarding house or lodging house.

222 Council will strictly apply The Rental Housing Protection Act, 1989, Council's condominium conversion policy and any other applicable legislation in considering applications to demolish, convert, renovate or sever **rental property** or any part thereof.

Condominium Conversion

223 It is the policy of Council that conversion to condominium of duplexes, triplexes and all other buildings originally constructed to provide one or more rental apartments is premature and against the public interest, until the vacancy rate for private apartments across Metropolitan Toronto, as reported in Canada Mortgage and Housing Corporation annual rental market reports, regularly returns to at least 2.5 percent.

Making Housing Accessible to All

224 It is Council's policy to seek to ensure that all new housing developments are accessible to people with disabilities and furthermore, to ensure that a proportion of all housing in **social housing** developments is accessible or adaptable to people with disabilities, in keeping with the proportion such people represent of the total population in the City.

Providing Housing and Support Services

225 It is Council's policy to encourage the adequate provisions of **residential care facilities** and **crisis care facilities** are provided throughout the City, where such uses are otherwise permitted by this Plan.

226 It is Council's policy to support integrated housing for persons with special needs such as the homeless and rooming house tenants, who can live independently in existing communities and neighbourhoods with limited support services.

227 It is Council's policy to promote development of housing that serves people of mixed age groups and includes support services, geared to the needs of seniors.

Helping to Provide Housing and Support Services for Homeless People

228 Council will help provide permanent housing options and access to needed social services for homeless persons. Toward this end, Council will:

a) collaborate with and provide direct, continuous, support for community based agencies assisting homeless persons;

b) initiate projects aimed at helping meet the housing and social service needs of persons who are marginally housed, as well as those living on the streets or using hostels; and

c) cooperate with community based agencies in advocating that other levels of government ensure the provision of special services that homeless persons need.

229 It is Council's policy to seek legislative authority to put in place a Housing-Employment Linkage Fee on all new **commercial** development in the City, sufficient to address at least one-half of the additional need for **affordable housing** arising from the increase in low wage service sector jobs attributed to new commercial development.

230 It is Council's policy to pursue new ways of implementing the **Affordable Housing** objectives of this Plan including, seeking legislative authority which would enable Council to require that private-market housing developments, built to the residential densities permitted in this Plan, contribute toward provision of **Affordable Housing.**

SOCIAL PLANNING AND COMMUNITY SERVICES

Defining Community Services and Facilities

231 **Community services and facilities** are defined as those services and facilities provided on a non-profit basis, intended to primarily serve and meet the social and human service needs of a local or district resident or working population. The purpose of such facilities and services is to promote and improve the independence, economic self-sufficiency, social and personal development of residents and workers in the local community. **Community services and facilities** include, but are not limited to, elementary and secondary schools, health care facilities, churches and other religious facilities, daycare centres, community centres, recreational, and social welfare facilities, libraries, fire halls, police stations, and any office accessory to such uses; but do not include the following:

i) the administrative offices of an organization providing such services where the services are primarily delivered at a location or locations beyond the area in which such offices are located; nor

ii) housing accommodation owned and operated by or in conjunction with a community service and facility; nor

iii) a **general institution**.

A General Community Services and Facilities Policy

232 It is the policy of Council to encourage the timely provision of an appropriate range of **community services and facilities** in the City, particularly during the planning approval of development, to meet the needs of present and future residents and workers on a local area basis.

Developing Community Services and Facilities Strategic Plans Throughout the City

233 It is the policy of Council that a Community Services and Facilities Strategic Plan will be developed with the participation of local residents and service agencies, for geographic neighbourhoods of the City such as those areas undergoing Part II Plans. The Community Services and Facilities Strategic Plan will consider, but not be limited to:

i) a Community Services and Facilities Needs Assessment which will identify service deficiencies and determine service priorities for a specified area;

ii) the community service priorities with the standards for such services, where such standards are available;

iii) appropriate and flexible service delivery models and administrations;

iv) details of the required facilities, which would include among other things, size and programming potential;

v) preferred locations for the **community services and facilities**;

vi) appropriate City resources that could be used to facilitate the provision of the required services and facilities;

vii) those agencies and other levels of government that will be responsible for ensuring the provision of the necessary services;

viii) the anticipated timing and phasing in of the new facilities; and

ix) the area of need.

Implementing Community Services and Facilities Strategic Plans

234 It is the Policy of Council that prior to approval of a rezoning for residential purposes, in an area which is currently deficient, or would become deficient in **community services and facilities** as a result of the subject and other known applications, Council shall adopt a policy recommendation as to how the **community services and facilities** deficiency will be rectified. In adopting this policy Council may consider matters such as:

i) the **community services and facilities** needs as identified in a Community Services and Facilities Strategic Plan;

ii) giving priority to incorporating **community services and facilities** space in new developments;

iii) addressing the social impacts of the proposal;

iv) retaining existing **community services and facilities** within the area;

v) contributing to the development of new **community services and facilities**, in accordance with the priorities identified through the Community Services and Facilities Needs Assessment; and

vi) obtaining input from resident and community service organizations.

Density Exemptions for Community Services and Facilities

235 The existing density exemptions policies as outlined in sections 1A.35 and 1A.37 of the Official Plan should remain and apply to both cultural and art facilities as well as **community services and facilities** with the following additional conditions: Any space secured for **community services and facilities** purposes through the use of the density exemption policy must:

i) be made available for these purposes, at a rent that reflects no land cost for the life of the project;

ii) be in a visible and accessible location; and

iii) ensure that the priority for the occupancy of space must be in accordance with the findings of the Community Services and Facilities Needs Assessment for the area or other high priority needs identified throughout the City.

Existing Community Service Deficiencies

236 In order that existing **community service and facility** deficiencies in neighbourhoods be addressed, it is the policy of Council to consider using appropriate City resources such as City grant programs and the use of its property for these purposes.

Community Services and Facilities That Are Displaced

237 The impact of development on displacing existing community services and facilities should be considered as part of the planning for all redevelopments within the City, and all best efforts should be made to retain community services and facilities in their existing locations or relocate such facilities to suitable locations within the new development or area.

Providing Space in Local Community Facilities

238 It is the policy of Council to encourage all existing community service agencies to make space available within their facilities for local community use at a nominal cost.

239 It is the policy of Council in those areas where shared amenity space is to be required for residential buildings, that such space must include space for community common rooms. These spaces should have natural light, be located in a visible location, accessible, and adjacent to outdoor open space. The floor space occupied by such a room should not be included as part of the permissible density, up to maximum limits.

These residential developments should also be encouraged to include a permanent sign describing the common rooms, public amenities and/or **community services and facilities** which are provided in the building.

Planning for Daycare

240 It is the policy of City Council to encourage and facilitate the development and provision of licensed, non-profit daycare services throughout the City in residential and mixed-use areas. Council shall further encourage the inclusion of a daycare facility in all new City-initiated developments, including community and recreation centres and large social housing developments.

241 Workplace daycare conversion provisions will be introduced in the Financial District and the High Density Mixed-use Area in the Bloor-Yonge area. This policy, pursuant to section 36 of the Planning Act, will allow for the conversion, at a specified rate, of a portion of the permitted residential floor area to commercial floor area, in exchange for the rent-free provision of a fully furnished and equipped non-profit daycare centre.

Planning for New School Facilities

242 Council recognizes that schools are an integral community resource which serve as learning institutions; socio-cultural centres; and a source of valuable community space.

The development of new and existing school sites must ensure that grade-related outdoor play space for the students is available.

The health and safety concerns of school children and staff, as well as creating an appropriate and accessible learning environment, must be considered in the siting of new school facilities.

243 It is the policy of Council to encourage and promote the shared use of schools, parks and public open space.

Planning for a Safer City

244 It is the goal of Council to promote a safe city, where all people can safely use public spaces, day or night, without fear of violence, and where people are safe from violence.

Accordingly, Council shall consider adopting guidelines respecting issues of safety and security for the purposes of reviewing all developments.

Planning for Older People and People with Disabilities

245 It is the policy of Council to provide programs, services and amenities which support the independence of older people and people with disabilities and encourage their integration in the community.

Council will adopt policies and goals for housing, transportation, health, recreation, **community services and facilities**, and public works that will promote the provision of appropriate services for older people and people with disabilities.

All organizations shall be encouraged to make their facilities and programs accessible to older people and people with disabilities.

Community Participation

246 It is the policy of City Council to encourage the participation of all residents in decisions which will affect their lives. Meetings to discuss proposed planning and policy amendments, design issues, programs and practices with respect to parks, transportation, housing, health, recreation, or other community services and facilities shall be held at times and places and in ways which are appropriate and accessible to the local residents and other users of the facilities including people of all ethno-cultural groups, all ages and people with disabilities. Notice of such meetings and materials provided at such meetings shall be in a form appropriate to the needs of participants.

Planning with a Multicultural and Multiracial Perspective

247 It is the policy of Council to recognize the City's ethno-cultural and racial diversity and accommodate this diversity through its built form, and design of parks and open space, availability of community and social services, cultural facilities, public art, retail and commercial strips, industrial and residential areas.

248 It is the goal of Council to ensure that public processes be culturally sensitive and accessible to ethno-cultural and racial communities. Accordingly, Council shall take the necessary steps to seek representatives who reflect the ethno-cultural and racial diversity of the area under consideration for community reference groups including but not limited to working committees and task forces.

249 Council shall support, through its grant programs, ethno-cultural initiatives which focus on increasing the ability of multicultural groups to participate in the municipal government process.

Securing Community Services and Facilities

250 Council should establish and fund an appropriate capital implementation program for **community services and facilities** and advocate to senior levels of government to ensure that appropriate funding and legislative mechanisms are in place in order to facilitate the development of such services.

The City's Advocacy Role for Daycare

251 It is the policy of Council to advocate to senior levels of government to:

i) allocate sufficient funds to ensure that all eligible families in the City of Toronto receive subsidies for licensed daycare services;

ii) allocate sufficient funds for capital construction and start-up grants for new and expanding daycare facilities within the City of Toronto;

iii) ensure that the funding guidelines and procedures for social housing enable the inclusion of daycare facilities and other appropriate community services in new non-profit housing developments.

INDUSTRY

Recognizing the Importance of Sector-Based Industrial Development

Sections 4.1 and 4.2 of the existing Official Plan will be replaced with the following:

252 In order to support the City's function as a producer of **industrial** goods and services, maintain economic and social diversity within the City, and retain and enhance **industrial** employment opportunities within the City, it is the policy of Council to:

i) encourage the retention and renewal of industry in the City's **industrial** areas;

ii) enact amendments to the Zoning By-law in order to reserve appropriate areas of the City for primarily **industrial** uses;

iii) seek to ensure that sufficient land is available in the City to accommodate existing, new and relocating **industrial** firms, whose operations are suited to a City location; and

iv) undertake **industrial** development initiatives aimed at making available a supply of **industrial** space adequate to provide an appropriate range of opportunities for emerging **industrial** companies and firms in new **industrial** sectors to locate in the City's **industrial** areas.

253 In identifying viable **industrial** sectors which are suited to a City location, Council shall have regard for, among other matters, the following:

i) the existing locations and concentrations of sectors of **industrial** activities;

ii) the appropriateness of the stock of urban **industrial** buildings for these sectors;

iii) the linkages of **industrial** sectors to the overall pattern of City economic activity; and

iv) any special characteristics of the **industrial** sectors which could provide a basis for comprehensive zoning changes designed to encourage their location within the City's **industrial** areas.

Discouraging Loss of City Industry

The existing Official Plan policy respecting the redesignation of **industrial** lands through Part II study (approved December 14, 1989) should be changed to read as follows:

254 Council will not consider redesignation of **industrial** land so as to permit any non-**industrial** use in areas designated in Part I or Part II of this Plan as **Area of Industry, Restricted Industrial Area, General Industrial Area**, or **Heavy Industrial Area** without first having considered a study of the area undertaken for the purposes of recommending policies for adoption in Part II of this Plan. Council will not effect such redesignation except by adoption of policies as may appear appropriate in light of the study, in Part II of this Plan. Amongst other things, such study shall have regard for:

i) the number and types of **industrial** firms and employees in the areas that would be adversely affected;

ii) the impact on any surrounding **industrial** lands that would not be redesignated; and

iii) the environmental condition of the lands and the need for soil decommissioning.

The Twenty-five Percent Commercial Permission

Section 4.32 of the existing Official Plan should be replaced with the following:

255 Notwithstanding any other provision of this Plan, except for those policies respecting office and transportation, in order to facilitate the construction of new **industrial** buildings, and to encourage the improvement of **industrial** buildings for **industrial** purposes, Council may, on application, therefore, by the **owner** of a **lot** in a **Restricted Industrial Area** or **General Industrial Area** in the **Central Industrial District**, pass by-laws to permit **commercial** uses located within or in addition to an otherwise **industrial** building, provided that:

i) the **commercial density** of such uses does not exceed 25 percent of the total **gross floor area** of the building;

ii) where any such building is in existence on September 25, 1978, Council is satisfied that substantial improvements affecting the useability of the **industrial** space or operation, including improvements to physical plant and/or space requirements, such as, but not limited to, the installation of fire doors, elevators, wiring systems, plumbing systems, or loading areas, will or have been undertaken and that these form the primary purposes for the enactment of any such by-law; and

iii) the floor area used for **commercial** purposes is located within an otherwise **industrial** building and is not located in a free-standing, above grade **commercial** building.

Reducing Maximum Industrial Densities

Sections 4.16, 4.18, 4.20, 4.22 and 4.30 of the existing Official Plan should be replaced with the following:

256 In **Areas of Industry**, Council, subject to Section 4.13, may pass by-laws to permit **industrial** buildings or uses which are generally compatible in terms of environmental impact with a wide range of **industrial** uses, provided that the **gross floor area** of such buildings or uses does not exceed 3.0 times the area of the **lot**.

257 In **Restricted Industrial Areas**, Council, subject to Section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses which have a minimal environmental impact on neighbouring buildings or uses, provided that the **gross floor area** of such **industrial** buildings or uses does not exceed 3.0 times the area of the **lot**; and/or

ii) **commercial** and /or **institutional** buildings or uses incidental to **industrial** uses or areas.

Notwithstanding the above section, the **Restricted Industrial Area** density provisions of the Massey-Ferguson Part II, the King-Spadina Part II, the King-Parliament Part II, and the South Riverdale Part II continue to apply.

258 In **General Industrial Areas**, Council, subject to Section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses, provided that the **gross floor area** of such buildings or uses does not exceed 3.0 times the area of the **lot**; and/or

ii) **commercial** and/or **institutional** buildings or uses incidental to **industrial** uses or areas.

Notwithstanding the above section, the **General Industrial Area** density provisions of the King-Spadina Part II Plan continue to apply.

259 In **Heavy Industrial Areas**, Council, subject to Section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses having a **gross floor area** of up to 3.0 times the area of the **lot**, provided that Council is satisfied that the passing of such by-laws will not prejudice the objective set out in Section 4.21 of the existing Plan; and/or

260 Except as otherwise determined through Part II of this Plan, in **General Use Areas**, Council, subject to section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses which are environmentally-compatible with adjacent and neighbouring uses, provided that the total **gross floor area** of such **industrial** buildings or uses does not exceed 3.0 times the area of the **lot**; and/or

ii) buildings containing a mix of **industrial**, **commercial** or **institutional** uses, having a total **gross floor area** up to 3.0 times the area of the **lot**.

RETAIL

Encourage Street-related Retail Activity in the Central Core

261 It is Council's policy to encourage **street-related retail and service uses** in appropriate areas of the **Central Core** .

262 It is Council's policy to extend the incentives encouraging developments to include **street-related retail and service uses** in the high density districts of the **Central Core** to appropriate areas within the **Railway Lands**.

263 It is Council's policy to use its powers of regulation and review to ensure that the development and redevelopment of the "priority retail streets" identified on Map 7.4 maximizes the frontage available for **street-related retail and service uses.**

264 It is Council's policy to amend the definitions of **street-related retail and service uses** in the Official Plan and Zoning By-law as follows:

Official Plan:

The term **street-related retail and service uses** refers to retail and service establishments which have their only public entrances located along the perimeter of a building and which are directly accessible from a public sidewalk, park, or other public facility approved by City Council.

Zoning By-law:

The term **street-related retail and service uses** means one or more of the following uses:

- retail and service shops except for **data processing establishments, industrial computer services**, and **security services**;

- recreation and places of amusement and assembly except for gardens, **golf courses**, landscaped areas, playing fields, play lots, and **public playgrounds**; and

- **community services and facilities**;

provided that:

i) the only public entrance of the establishment is in the exterior wall of the building, and is directly accessible by pedestrians walking along a route having a distance of not more than five metres from:

a) a frontage of the **lot** on which the establishment is located; or

b) a building setback line on the **lot** on which the establishment is located, provided the line is established by the Zoning By-law; and

ii) the entrance of the establishment is located within 0.2 metres of the sidewalk level directly opposite the door; and

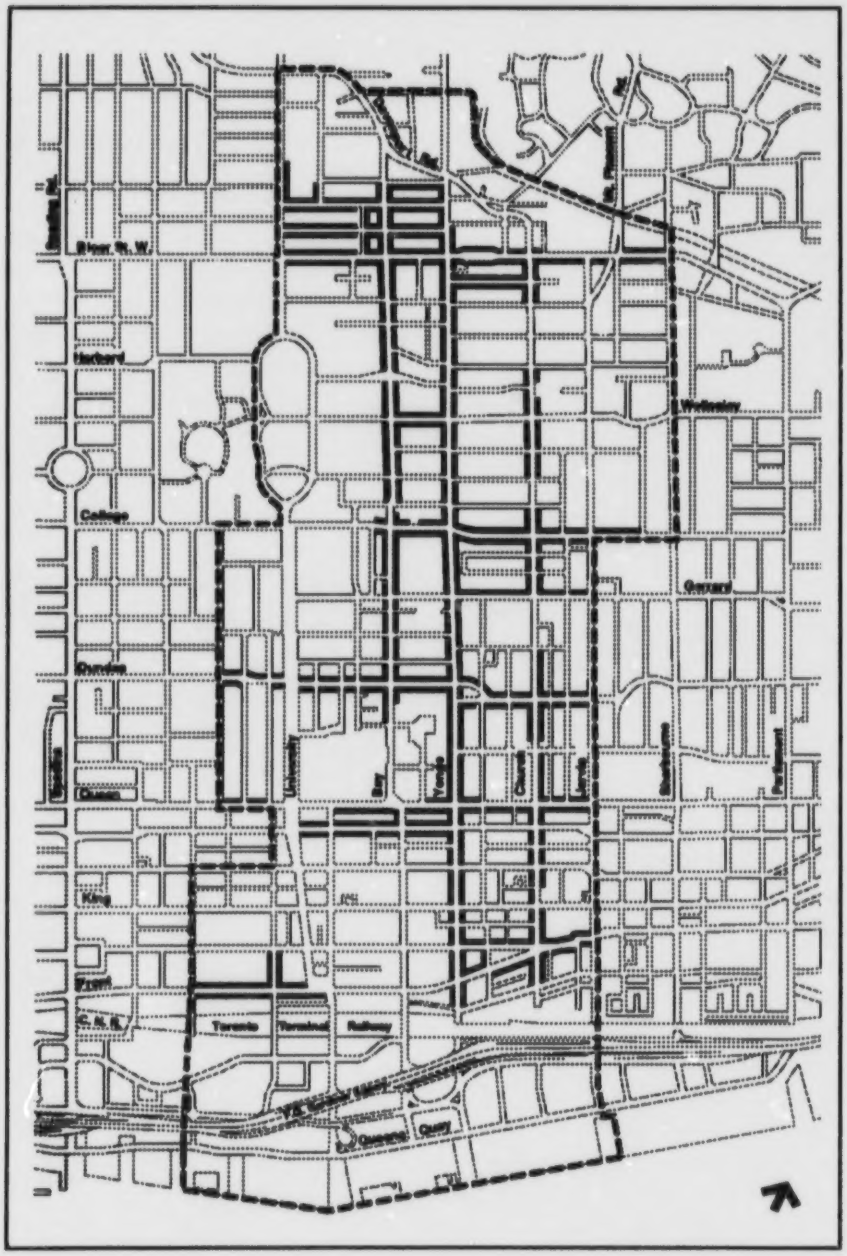
iii) uses which are a **branch of a bank or financial institutions**; park, recreation and place of amusement and assembly; or community service and facility may include no more than 15 metres of frontage as a **street-related retail and service use.**

Map 7.4

Priority Retail Streets in the Central Core

- - - Central Core Boundary

▬ Priority Retail Street


Spadina Rd.
Bloor St. W.
Harbord
College
Dundas
Spadina
Queen
King
Front
C.N.R.
Toronto
Terminal
Railway
Wellesley
Gerrard
University
Bay
Yonge
Church
Jarvis
Sherbourne
Parliament
Queens Quay

Encouraging Adequate Shopping for Local Residents and Workers in the Central Core

265 It is Council's policy to ensure that the **Central Core's** local residents and employees have adequate access to shopping facilities appropriate to serve their needs. Accordingly, it is Council's policy to take such steps as may be necessary to encourage Mixed-use Areas in the **Central Core** to include shopping facilities which serve the needs of local residents and workers.

266 It is Council's policy to promote and encourage the development of retail facilities appropriate to serve the shopping needs of the local population when planning new residential neighbourhoods or major residential developments.

Office and Institutional Development Outside the Central Core

267 The **Central Core** and the **Regional Commerce Centres** at Yonge-Eglinton and Yonge-St. Clair shall be regarded as the major concentrations of office and institutional employment in the City.

268 It is the policy of Council to limit office and institutional development on Main Streets and retail strips located outside the **Central Core**. In this regard, Council may pass by-laws to permit limited office and **institutional uses** in these strips provided that such development is consistent with the objectives of:

i) encouraging the growth of the Metropolitan Centres as designated in the Official Plan of Metropolitan Toronto;

ii) maintaining the stability and enhancing the residential amenity of adjacent **Low Density Residence Areas**; and

iii) encouraging the development of housing in accordance with the other provisions of this Plan.

Regional Commerce Centres

269 The two Regional Commerce Centres within the City are located at Yonge-Eglinton and Yonge-St. Clair. These Regional Commerce Centres shall be regarded as predominantly commercial areas accommodating office development to a degree consistent with maintaining the stability of the adjacent Low Density Residence Areas.

Street-related Retail Activity Outside the Central Core

270 Subject to the other provisions of this Plan, it is the policy of Council to encourage **street-related retail and service uses** in appropriate retail strips and **Main Streets** outside the **Central Core**.

Shopping Facilities and Traditional Shopping Streets

271 It is the policy of Council to encourage the development and preservation of a broad range of shopping facilities in the City of Toronto to serve local residents and employees, the surrounding Metropolitan Region, and tourists and visitors provided such facilities are compatible with adjacent **Low Density Residence Areas**.

272 It is the policy of Council to support retail strips, **Main Streets** and **Traditional Shopping Streets**, and to initiate public actions and promote private initiatives that will, in Council's opinion, encourage retail strips, **Main Streets** and **Traditional Shopping Streets** to continue to function as major components in Toronto's pattern of commercial activity and as centres of retail and social activity for its residential neighbourhoods.

273 It is the policy of Council to adopt statements in Part I or II of this Plan, and also through other actions to recognize specific retail strips or portions of such strips as **Traditional Shopping Streets** as shown on Map 7.3. It is the objective of Council that **Traditional Shopping Streets**

be retained as active and economically viable shopping districts. Accordingly, Council will give priority to these districts when determining specific economic and other measures intended to revitalize commercial areas.

274 In areas recognized as **Traditional Shopping Streets** it is the policy of Council to use its available powers to improve the attractiveness and convenience of the shopping environment. These measures may include, but are not limited to:

i) encouraging, forms of development which would enhance the environment of **Traditional Shopping Streets**, improve shopping functions and provide compatibility with neighbouring buildings, through measures such as passing by-laws and designating site plan control areas;

ii) giving priority to **Traditional Shopping Streets** when improving public amenities such as parking facilities, street furniture and landscaping;

iii) giving preference to sites in **Traditional Shopping Streets** when locating public services and facilities supportive of shopping activity;

iv) encouraging street-related retail and service uses to be located in **Traditional Shopping Streets**; and

v) encouraging and assisting in the organization and functioning of effective business associations in **Traditional Shopping Streets**.

275 It is the policy of Council to seek to ensure that the location, scale and form of new developments in **Traditional Shopping Streets** support retail activity and are compatible with the surrounding area. Accordingly, Council may pass by-laws to:

i) encourage predominantly residential development to locate in appropriate commercial strips not recognized as **Traditional Shopping Streets**; and

ii) limit the amount of non-residential **gross floor area** on a **lot** used for retail and service commercial purposes in areas where this Plan permits retail and service uses, other than those areas delineated on Map 7.3 of this Plan, to a maximum of 1 800 square metres more than existed on the **lot** on the date of passing such by-law.

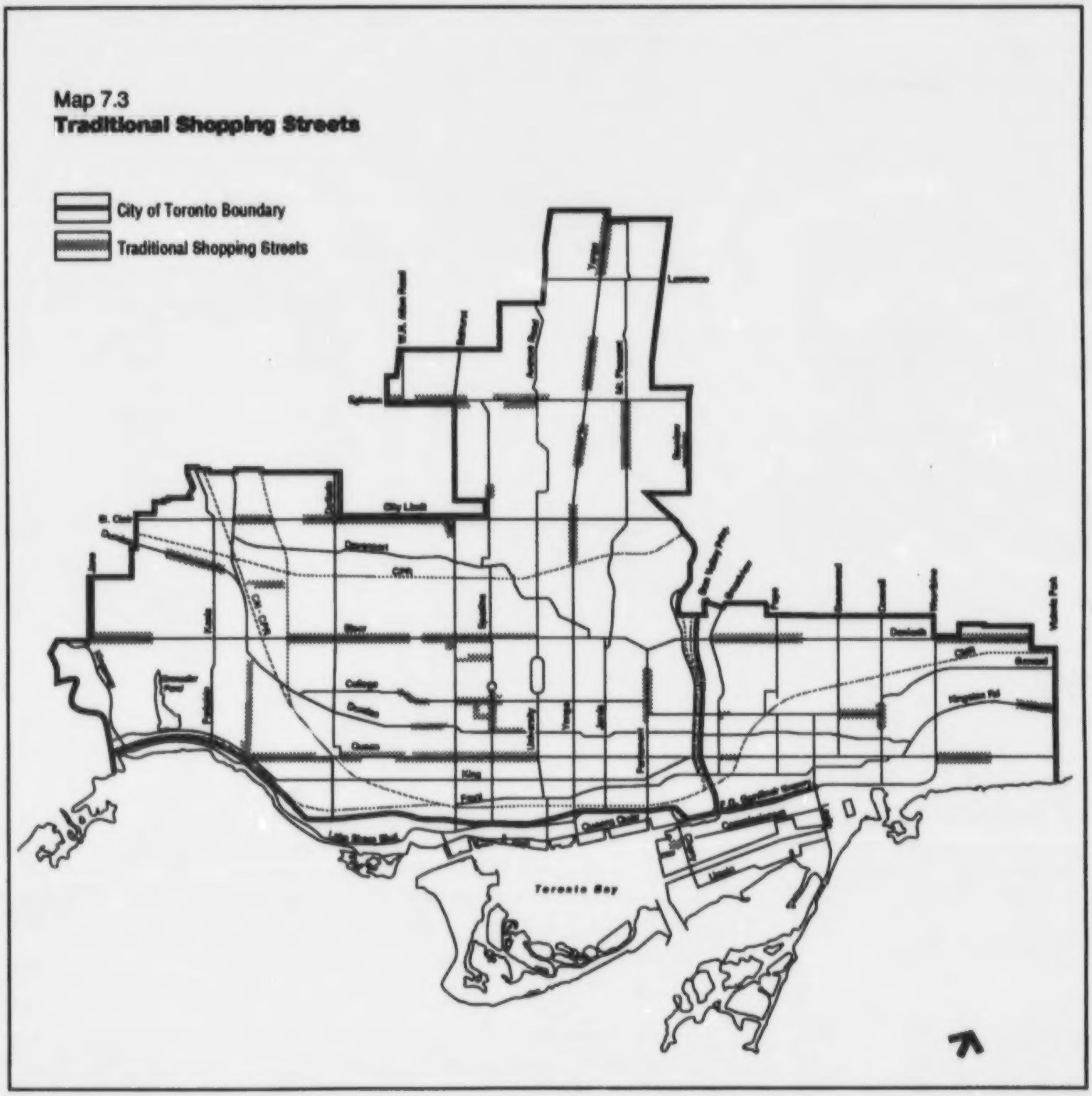
Notwithstanding the policy set out above, upon application by the **owner** of the **lot**, Council may pass by-laws to permit the use of additional non-residential **gross floor area** for retail and service commercial purposes provided that:

i) in the opinion of Council, the proposed development is compatible with the surrounding area and consistent with all other policies of this Plan; and

ii) Council is satisfied that the proposed development will not adversely affect the economic activity of any **Traditional Shopping Street**.

Community Services and Facilities

276 It is the policy of Council to permit **community services and facilities** to be located in appropriate retail strips and **Main Streets** to serve the needs of local residents and workers. In passing by-laws to permit buildings containing **community services and facilities**, alone or in



Map 7.3
Traditional Shopping Streets

City of Toronto Boundary
Traditional Shopping Streets
City Limit
Eglinton
St. Clair
CPR
Bloor
College
Dundas
Queen
King
Front
Yonge
Danforth
Gerrard
Kingston Rd
Toronto Bay

combination with commercial and/or residential uses, Council shall have regard for the scale and compatibility of the proposed uses with adjacent residential neighbourhoods.

Housing Development

277 It is the policy of Council to encourage the development of housing of a type, density and form that is, in Council's opinion, consistent with the character of the area and compatible with adjacent uses in retail strips and **Main Streets** provided that the primary function of these strips in serving the retail and service needs of the local residents is not undermined.

A component of housing shall also be encouraged in the **Regional Commerce Centres**, as well as shopping, recreational and entertainment uses for the residents of the surrounding district. Council shall adopt policies governing development in these areas in Part II of the Plan.

INSTITUTIONS

Distinguishing Between Local Community Services and General Institutions

278 It is the policy of Council that **general institutions** which serve City-wide, regional and national populations shall be encouraged to locate in the Institutional Areas and Mixed Commercial Residential Areas of the **Central Area.** Council shall encourage the location of **community services and facilities** throughout the City to meet the present and future needs of residents, workers and visitors on a local area basis.

Creating University Areas

279 Council recognizes **Universities** as important contributors to the educational economic and cultural life of the City. The **Universities** also contain concentrations of historic buildings and major open spaces which contribute to the built form and land use patterns of the **Central Area.**

280 It is the policy of Council to encourage the development of high quality research and development facilities in the **University** and **Hospital Areas** of the **Central Area.** To this end, public and private laboratories and research facilities under the auspices of Hospitals and **Universities** will be permitted and encouraged to locate in the Institutional Areas of the **Central Area.**

281 The **University Areas** shall be regarded as those lands in the ownership of Ryerson Polytechnical Institute and the University of Toronto and its affiliated and federated colleges as of January 1, 1991, as shown on Map 7.5, which forms part of this Plan and shall be used for the purposes of **a University** or **a general institution.** Council may redefine the boundaries of the **University Areas** through Part II of this Plan.

Planning Objectives for Part II Plans in the University Areas

282 It is the policy of Council to undertake studies in consultation with the University of Toronto and its federated and affiliated colleges and Ryerson Polytechnical Institute to establish detailed Part II Plans for each **University.** Council shall work with the University of Toronto, Ryerson Polytechnical Institute and other affected constituencies to:

i) create a campus plan which shows the clear relationship between the University's vision of its academic future and its plans for physical development;

ii) develop a compact campus with a clear identity;

iii) develop strong and mutually enriching physical, social and economic connections between the **University** and the surrounding community and to physically integrate the **University** with the rest of the City;

iv) create massing and heights for new **University** development which are in keeping with the existing low- to medium-scale built form of the **University** and adjacent areas of the City by establishing appropriate heights, building envelopes and overall densities;

v) establish maximum density limits which reflect the anticipated space needs of the **University** and are compatible with adjacent areas of the City;

vi) sustain and enhance the architectural and visual coherence of the campus;

vii) preserve and enhance structures, landscapes and areas of historic or architectural significance, and ensure that any additions, renovations or new development will respect these heritage features;

viii) retain and enhance existing public open spaces, gardens and treed areas, and ensure that any new developments or additions help to positively frame and define open spaces;

ix) create and maintain a system of continuous at grade pedestrian routes throughout the campus, with an emphasis upon the public street system, and connections to adjacent areas of the City. The campus pedestrian system should provide safe and convenient access to all **University** facilities, including convenient access for persons with physical disabilities;

x) emphasize public transit, cycling, and walking as an alternative to the private automobile, and place below grade any new vehicle parking lots required to replace existing surface parking;

xi) site and design new buildings and additions to provide comfortable microclimatic conditions for pedestrians, particularly in the peak use fall and winter seasons;

xii) site and design new buildings and additions in a manner which promotes energy efficiency and can accommodate ecologically responsible waste management programs;

xiii) reserve the Huron/Sussex area for residential purposes, including Infill Residential Uses to house university students, university employees and members of the general populace; and

xiv) retain **University** land for **University** purposes, unless a detailed Part II study indicates that a particular parcel in a location which is peripheral to the **University** lands is not required for future **University** purposes and that no loss of publicly accessible open space or historically or architecturally significant buildings would result from the use of the lands for non-University purposes.

Defining Uses, Heights and Densities in the University Areas

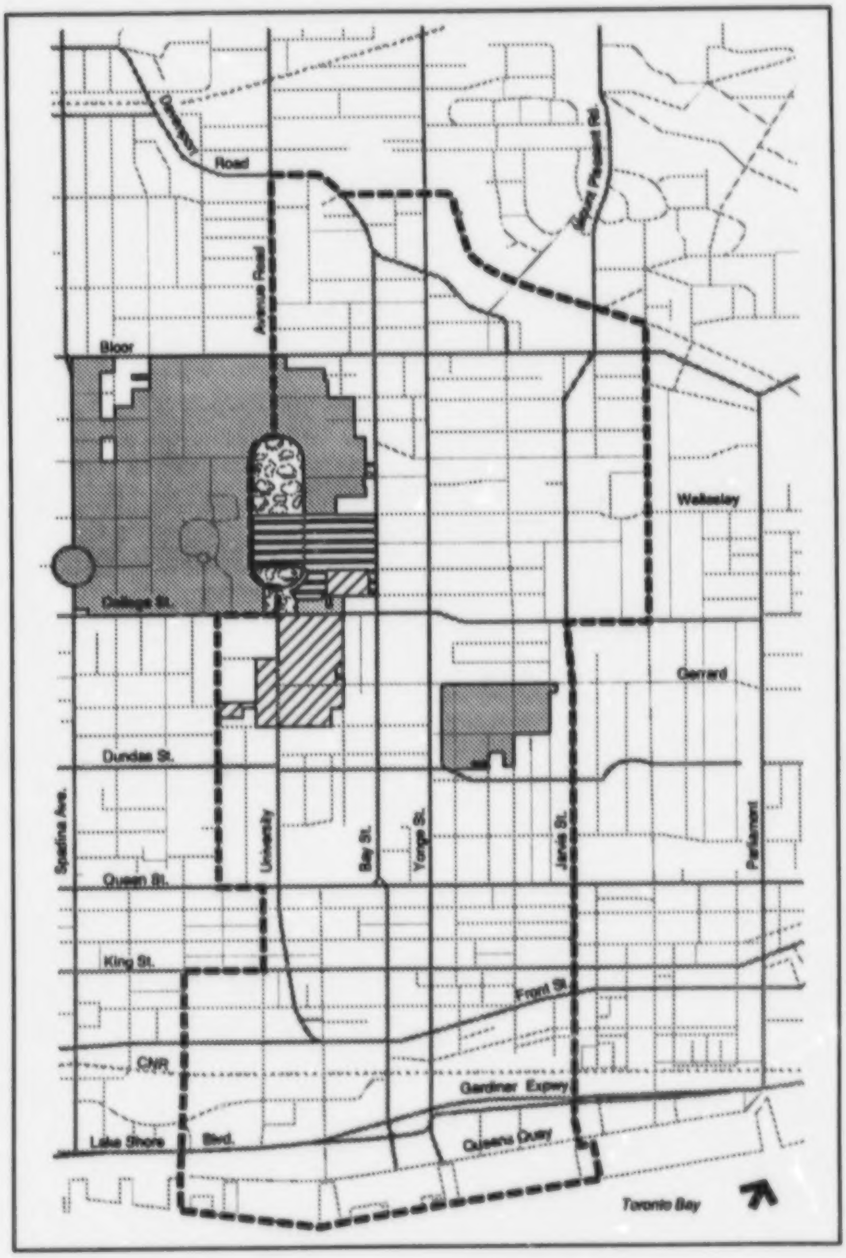
283 In the **University Areas** shown on Map 7.5, Council may pass by-laws to permit buildings used for purposes of a **University** or a general institution.

Recommended Definition

284 The term University means a government-supported institution operated on a non-profit basis for the primary purpose of post-secondary education and ancillary uses thereto such as: a university residence for students, employees, and those in short-term residence at the University for educational purposes, a clinic, a day nursery, a post office, a book store, a branch of a bank or financial institution, a duplicating shop, a restaurant, a retail store, a laboratory and/or institute under the auspices of the University that is devoted to research and the development of new knowledge, public parks and publicly accessible open spaces.

Map 7.5
Institutional Areas

- ▬ ▬ ▬ Central Core Boundary
- ░ Open Space
- ▒ University Area
- ☰ Queen's Park Government Area
- ▨ University Avenue Hospital Area


Davenport
Road
Avenue Road
Mount Pleasant Rd.
Bloor
Wellesley
College St.
Gerrard
Dundas St.
Spadina Ave.
University
Bay St.
Yonge St.
Jarvis St.
Parliament
Queen St.
King St.
Front St.
CNR
Gardiner Expwy
Lake Shore Blvd.
Queens Quay
Toronto Bay

285 Until such time as Part II Plans are adopted by Council establishing heights and densities in the University Areas, Council may pass by-laws to permit buildings used for the purposes of a University or a general institution provided that the heights and density do not exceed that prescribed in By-law 438-86 as amended for the district in which the lot is located.

Establishing the Queen's Park Government Area

286 The **Queen's Park Government Area** shall be regarded as those lands in the ownership of the Province of Ontario as of January 1, 1991, as shown on Map 7.5.

Council recognizes the role of the **Queen's Park Government Area** as both the seat and ceremonial centre of democratic self-governance in Ontario. The Provincial Legislature Building, a valuable heritage building in a park-like setting, is a traditional place of assembly for our citizenry, and terminates the view at the north end of University Avenue, Toronto's most important ceremonial street.

Establishing Uses, Heights and Densities in the Queen's Park Government Area

287 In the Queen's Park Government Area shown on Map 7.5 to this Plan, Council may pass by-laws to permit buildings containing the following uses with a maximum **gross floor area** of 4.5 times the area of the **lot**:

i) **institutional** uses;

ii) **government offices**;

iii) ancillary **commercial** uses, located at grade level, up to a maximum **commercial density** of .8 times the **lot** area; and

iv) **social housing.**

Notwithstanding the provisions of this Section, on **lots** with a frontage on Queen's Park Crescent East within the **Queen's Park Government Area,** Council may pass by-laws to permit buildings with a maximum **gross floor area** of three times the area of the **lot.**

Notwithstanding the provisions of this section, where lands within the **Queen's Park Government Area** are used for **government offices** or **institutional** purposes as of the date of the implementing by-law, Council may pass by-laws to permit such lands to be used for any office purpose provided:

i) the Provincial government has submitted a study showing that the lands are not required for future government purposes;

ii) the lands or buildings are unsuitable for **social housing**; and

iii) no loss of publicly accessible open space or historically and/or architecturally significant buildings would occur.

Retaining Open Space and Encouraging Public Activities At Grade

288 Council shall encourage the Provincial government to retain all **parks**, open space areas, and significant treed areas in the **Queen's Park Government Area** and seek to ensure that new developments respect these landscapes. Council will encourage the retention of generous landscaped setbacks for sites fronting along Queens Park Crescent and College Street in the **Queen's Park Government Area.**

289 Council shall encourage the use of floor space at grade within **Institutional** buildings fronting along Bay and Wellesley Streets in the **Queen's Park Government Area** for activities serving the public, such as **government offices** to which the public requires direct and frequent access.

Establishing the University Avenue Hospital Area

290 **The University Avenue Hospital Area**, shown on Map 7.5 to this Plan, comprises many of the major teaching hospitals with specialized facilities which serve the Region, Province and Nation. Council recognizes the vital role of these hospitals in the health care of our citizenry, and would encourage the growth of these hospitals to occur in a manner which would be compatible with the built form characteristics and land use of the surrounding area.

291 Council shall enact by-laws for lands in the **University Avenue Hospital Area,** as shown on Map 7.5 to this Plan, to establish maximum densities of development for buildings containing the following uses or a combination thereof: **Institutional uses**; residential uses to house institutional patients, students, or employees; a laboratory and/or institute under the auspicies of a **University** or hospital that is devoted to research and the development of new knowledge; and **commercial** uses which are ancillary to the operation of an **Institution** located within the **University Avenue Hospital Area.**

In enacting such by-laws, Council shall have regard for:

i) the heights, massing and built form characteristics within the **University Avenue Hospital Area** and any adjacent Residence Areas and Mixed-use Areas;

ii) the uses, heights and densities permitted in this Plan in any adjacent Residence Areas and Mixed-use Areas; and,

iii) the impact of **Institutional** development on adjacent parts of the **University Avenue Hospital Area** and on any adjacent Residence Areas and Mixed-use Areas with respect to noise, traffic generation, and the provision of parking; the retention of mature trees and provision of parks and open spaces for worker and resident populations; the retention of light, views and privacy; the creation of a comfortable pedestrian environment; and the retention of affordable housing.

The Expansion of Hospitals Beyond the Plan Limit by Rezoning

292 Subject to the statements on expansion of **existing Institutions** in **Residence Areas**, Council may, upon the application therefore by an **existing hospital** in the **Central Area,** pass by-laws to permit the extension of land and/or the expansion of one or more buildings used by such hospital at densities in excess of that otherwise permitted by this Plan, provided that:

i) such application includes a statement from the agency which is primarily responsible for approving the construction of the subject expansion, indicating the need for expansion at that location, and indicating that the agency is prepared to authorize the planning or construction of such expansion;

ii) the proposed expansion is compatible with the adjacent area with respect to built form, heights and massing; noise; traffic generation and the provision of parking; the retention of mature trees and provision of parks and open spaces for worker and resident populations; the retention of light, views and privacy; the creation of a comfortable pedestrian environment; and the retention of affordable housing; and

iii) in the case of an existing hospital located within a Residence Area, such expansion is generally to take place on lands lawfully used by the hospital for **institutional** purposes at the date of the application, provided that any additions to the lands so used for **general institutional purposes** will not result in a substantial intrusion of the **institutional use** into an area of housing existing at the date of the application.

It is the policy of Council that the consideration of any application made pursuant to the above statement be preceded by consultation in the initial planning stages between the City, the subject hospital, the agency primarily responsible for approving the proposed expansion, and local area residents and workers, with respect to any local services to be provided, physical form and the potential impact of any proposed expansion on the surrounding area. When an application made pursuant to the above statement is not approved by Council, it is the policy of Council to indicate by resolution its reasons why approval was not granted.

Policies for Institutions in Mixed-use Zones Within the Central Area

293 In Mixed-use Areas in the **Central Area**, it is the policy of Council to pass by-laws to limit the **institutional density** of **institutional uses** to an amount not exceeding the **commercial density** permitted in such Mixed-use Areas.

294 Notwithstanding the immediately preceding statement, Council may, upon the application, therefore, by the owner of a lot, pass by-laws applicable to lots in **Mid-rise**, **Medium** and **High Density Mixed-use Areas** to permit the extension of land and/or the expansion of one or more buildings which were used for **general institutional** purposes on January 31, 1976, up to the **institutional densities** set out below:

i) 4.0 in the case of lots located in **Mid-rise Mixed-use Areas;**

ii) 6.0 in the case of lots located in **Medium Density Mixed-use Areas**;

iii) 6.5 in the case of lots located in the **Medium Density Mixed-use Area** designated on Bloor Street from the west side of Avenue Road to the west side of Huntley Street; and

iv) 7.8 in the case of lots located in other **High Density Mixed-use Areas.**

In passing by-laws to permit such expansions, Council shall have regard for:

i) the compatibility of such additional **institutional** density with the Area and its surroundings with respect to built form, noise, traffic generation, and the need for parking generated by the **general institution** itself;

ii) the availability and need in the adjacent area for land for housing and parks purposes, including the needs generated by the **general institution** itself; and

iii) the desirability and feasibility of satisfying such needs in conjunction with the expansion of the **general institution.**

New Institutions Will Not Be Allowed in the Residence Areas of the Central Area

295 It is the policy of Council to pass by-laws to prohibit the erection or use of buildings for **general institutional** purposes in Residence Areas in the **Central Area**, except in respect of land or buildings used for **general institutional** purposes in such an Area on January 31, 1976.

In the case of an existing **general institutional use** within a Residence Area, Council may pass by-laws to permit such **general institution use** on the lands which it occupied within the Residence Area on March 31, 1979, provided that the **institutional gross floor area** permitted by such by-law does not exceed the **institutional gross floor area** erected and used on such lands on March 31, 1979. Notwithstanding the two foregoing paragraphs, Council may, upon application therefore, by an owner of a **lot**, pass by-laws to permit the extension of land and/or the expansion of one or more buildings used for the purposes of an existing **general institutional use** in a **Residence Area**, provided that:

i) the **gross floor area** of the **general institutional use**, including the expansion, does not exceed the **residential gross floor area** otherwise permitted in the area by this Plan;

ii) the impact of such expansion on the adjacent area is taken into account with respect to traffic, noise, the provision of parking and for the compatibility of the height, form and elevational treatment of the proposed building with adjacent residential buildings;

iii) the availability and need in the adjacent area for land for housing and parks purposes, including the needs generated by the **general institution** itself, is accounted for; and

iv) such expansion is generally to take place on lands lawfully used by the **general institution** for **general institutional** purposes at the date of the application, provided that any additions to the lands so used for **general institutional** purposes will not result in a substantial intrusion of the **general institutional use** into an area of housing existing at the date of the application.

THE ARTS

Recognizing the Importance of the Arts in Toronto

296 It is the policy of Council to ensure that all neighbourhoods and communities within the City have access to arts programs and services by:

i) ensuring that City financial assistance for the arts is distributed fairly and efficiently based on consultation with the arts community;

ii) recognizing and promoting the fact that the strength of the arts in Toronto comes from the culturally diverse expressions of its peoples; and

iii) supporting an increased awareness of the arts among citizens.

297 It is the policy of Council to promote a high level of creativity and excellence in the arts by supporting the process of arm's length peer evaluation of artist-initiated activities by appropriate City agencies and commissions.

298 It is the policy of Council to expand its support of the arts by:

i) considering new funding opportunities for individual artists;

ii) actively participating in the creation and maintenance of non-profit live/work and work space opportunities for artists; and

iii) increasing opportunities for artists live/work space through zoning changes subject to the policies of this Plan and considering placing such space in publicly and privately planned developments.

299 It is the policy of Council to provide and encourage greater funding support for the arts by:

i) considering increasing its cash grants to not-for-profit arts organizations;

ii) encouraging higher levels of government to not only continue to contribute, but also increase their contributions to the arts; and

iii) encouraging greater interest in supporting the arts on the part of the private sector.

300 It is the policy of Council to take measures to protect, develop and augment arts facilities, especially for emerging artists and small to mid-sized arts organizations by:

i) pursuing support measures such as tax remissions, tax grants and rental forgiveness;

ii) encouraging new facilities required by the arts community on the basis of research establishing specific facility requirements;

iii) discouraging new development which results in a significant net reduction in the number and quality of arts facilities;

iv) promoting further acquisition of arts facilities through the broadest possible spectrum of funding sources;

v) continuing and augmenting the cultural facilities support fund; and

vi) increasing access to City-owned facilities by arts organizations.

301 It is the policy of Council to increase opportunities for quality arts education by:

i) advocating for arts education opportunities for all residents;

ii) strengthening ties among artists, educators and others responsible for arts curricula; and

iii) promoting increased participation of artists in arts education programs.

Cultural Facilities Should Be Defined and Linked to Existing Density Exemptions

302 It is the policy of Council to adopt a new Official Plan definition for cultural facilities, as follows:

"the term **cultural facilities** or **arts facilities** means, not-for-profit performing or visual arts facilities accessible to the public, such as public art galleries public museums, and public performing arts facilities."

Official Plan Amendments Involving Space for Cultural Facilities

303 It is the policy of Council to consider polices regarding opportunities to secure major **cultural facilities** or **arts facilities** within the context of a Part II process that specifies area wide objectives.

Increasing Commitment to Public Art

304 It is the policy of Council to increase its commitment to public art by:

i) undertaking a comprehensive Municipal Public Art Plan;

ii) exploring ways to involve artists from the beginning in planning public art for new development and capital projects;

iii) documenting the City's public art collection;

iv) developing a conservation program for the City's public art;

v) establishing a program to educate and inform artists and the public about public art in the City; and

vi) organizing a donor program for public art consistent with the Municipal Public Art Plan.

305 It is the policy of Council to enhance funding of public art by:

i) seeking legislation to authorize applying the one percent for public art policy to all development proposals exceeding 20 000 square metres of **gross floor area** including as of right development, except for **social housing** projects;

ii) seeking legislation to require that developments in excess of 25 000 square metres of **gross floor area**, provide 25 percent of the one percent allocation as a cash contribution to the Municipal Public Art Development Fund, to be used for the purpose of supporting public art on a City-wide basis, as described in the Municipal Public Art Plan; and

iii) increasing City funding for public art to one percent of the annual capital budget.

MAIN STREETS

Planning Policies for Main Streets

306 "**Main Streets**" are major streets with mixed commercial and residential uses, with a predominant character that consists of contiguous buildings of two to five storeys in height. "**Main Streets**" often serve as a focus for, and define the edges of, low density neighbourhoods. It is the policy of Council to encourage the addition of residential units on these streets as the primary location for intensification in low density neighbourhoods.

307 In developing policies to encourage housing on "**Main Streets**", Council will seek to achieve a high quality of life and physical environment for residents on "**Main Streets**" and for adjacent neighbourhoods. Specifically, Council will have regard for:

i) the impact of "**Main Streets**" development on built form as it affects the streetscape, including historically significant buildings, and its relationship to adjacent neighbourhoods;

ii) the capacity of the transit system to accommodate additional development and the impact of traffic and parking;

iii) the adequate provision of **community services and facilities** and physical infrastructure; and

iv) the adequate provision of **parks** and open space.

308 It is the policy of Council to encourage innovative living spaces on "**Main Streets**" that are suitable for a broad spectrum of the population, but particularly for single persons, childless couples, single parent families and the elderly. To achieve this objective, Council shall adopt built form standards that permit flexibility in design.

PROPOSED NEW OFFICIAL PLAN CATEGORIES (Mixed-use Areas)

Houseform Areas (Maximum Two Times Coverage and Three to Four Storeys)

- This new designation would be applied to mixed commercial and residential districts in which most of the buildings are either converted houses, or house-style structures which are generally two to three-and-a-half-storeys high at the street. By and large, these Houseform areas are now designated as "Low Density Mixed Commercial-Residential Areas" (LDMCRA) with a constant of 2.5 of which only 1.5 times coverage may be built as residential under the FSI option.

  The commercial uses are mainly retail and/or services at grade with, in many cases, another floor above or below grade. The purpose of this new Houseform designation is to retain the physical characteristics and the mixed-use character of these areas and the individual buildings in any new development.

  Since it is not possible to retain the Houseform scale with densities above two times the lot area, the maximum permitted density on the lot should be two times and heights should generally not exceed three to four storeys.

Low Rise Mixed-use Areas (Maximum Three Times Coverage and Four to Six Storeys)

- This new designation would be applied to areas which are currently low-rise, low-density, mixed residential and retail areas where a pleasant pedestrian environment along the street is important. These areas are now generally designated "Low Density Mixed Commercial-Residential Areas" (LDMCRA). The planning objective for these areas is to continue to permit development that will enhance this pedestrian environment, while encouraging some increased residential use.

  Toward this goal, the height of buildings in this area should be limited to about six storeys, and the total density to three times the area of the lot, with a maximum commercial density of two times the area of the lot. In areas where residential uses are to be retained or encouraged, this maximum commercial limit would be lowered in the Zoning By-law. Building height at the street line should be such that it reflects the context of other buildings along the street.

Mid-rise Mixed-use Areas (Maximum Four Times Coverage and Eight to Twelve Storeys)

- This new designation is intended to permit and promote street-oriented, eight to twelve storey, primarily residential buildings at a maximum density of four times the area of the lot, creating compact urban neighbourhoods with good microclimatic conditions. By and large these areas are now designated as "Medium Density Mixed Commercial-Residential Areas" (MDMCRA), with a maximum density of four times the area of the lot.

  Generally, the Zoning By-law will limit non-residential uses in these Mid-rise Areas to ground floor retail and community services and facilities to serve the residential neighbourhoods, but in some areas the existing higher intensity of commercial uses will be respected.

Medium Density Mixed-use Areas (Maximum Six Times Coverage)

- This designation will be applied to areas which are already mostly built-up with high-rise residential and commercial buildings, or include sites with already-approved By-laws or proposals that contemplate such developments. This designation will also be used to define an appropriate transition between areas which exhibit lower and higher densities and built form. At present, these areas are designated either "Medium Density Mixed Commercial-Residential Areas" (MDMCRAs) where buildings with densities above 4 times have already been built, or "High Density Mixed Commercial-Residential Areas" (HDMCRAs) where the "design and environment objectives" require lower densities than the 7.8 that is now permitted.

This designation will permit buildings having a density of up to six times the area of the lot. The portion of the Bloor Street HDMCRA that has a constant of 6.5 under the present system would be a special case in the new system where an FSI density of 6.5 times the lot area could be achieved.

Retail, secondary office space, and community services and facilities could occupy some or all of the lower floors of the building. Specific maximum densities for commercial uses will be established in the Zoning By-law, having particular regard for Council's residential intensification policies.

Areas with density permissions above 4 times the area should be examined in more detail in order to establish predictable and repeatable height-ranges. These studies should be done before the "Final Recommendations Report" on Cityplan '91 which will include changes to the Zoning By-law, and should be based on the existing built-context, and on area-specific, micro-climatic and design objectives.

High Density Mixed-use Areas (Maximum 7.8 Times Coverage)

- This designation would be applied to areas which contain developments and high-rise buildings at high densities, as well as sites for which City and/or Ontario Municipal Board approvals are in place for high density developments. These areas are now for the most part designated as "High Density Mixed Commercial-Residential Areas" (HDMCRAs).

  We propose that in these High Density Mixed Use Areas buildings be permitted at a total density not exceeding 7.8 times the area of the lot, with a maximum non-residential density of up to 4.5 times the area of the lot.

  In areas where residential development is to be encouraged, the Zoning By-law will reduce the maximum permitted non-residential density in order to provide for additional residential potential.

  In the one Central Core area outside the Financial District where high density office development could be considered appropriate, the conversion of residential density to commercial in return for the provision of lands (or cash in lieu of land) for social housing, public parkland in addition to that required under Section 41 of The Planning Act, workplace day-care and/or the retention of heritage buildings beyond the heritage bonus provided for under Section 1A.42, will be permitted through a rezoning, as explained in Chapter 7.2.3 and Chapter 10.1 of this report.

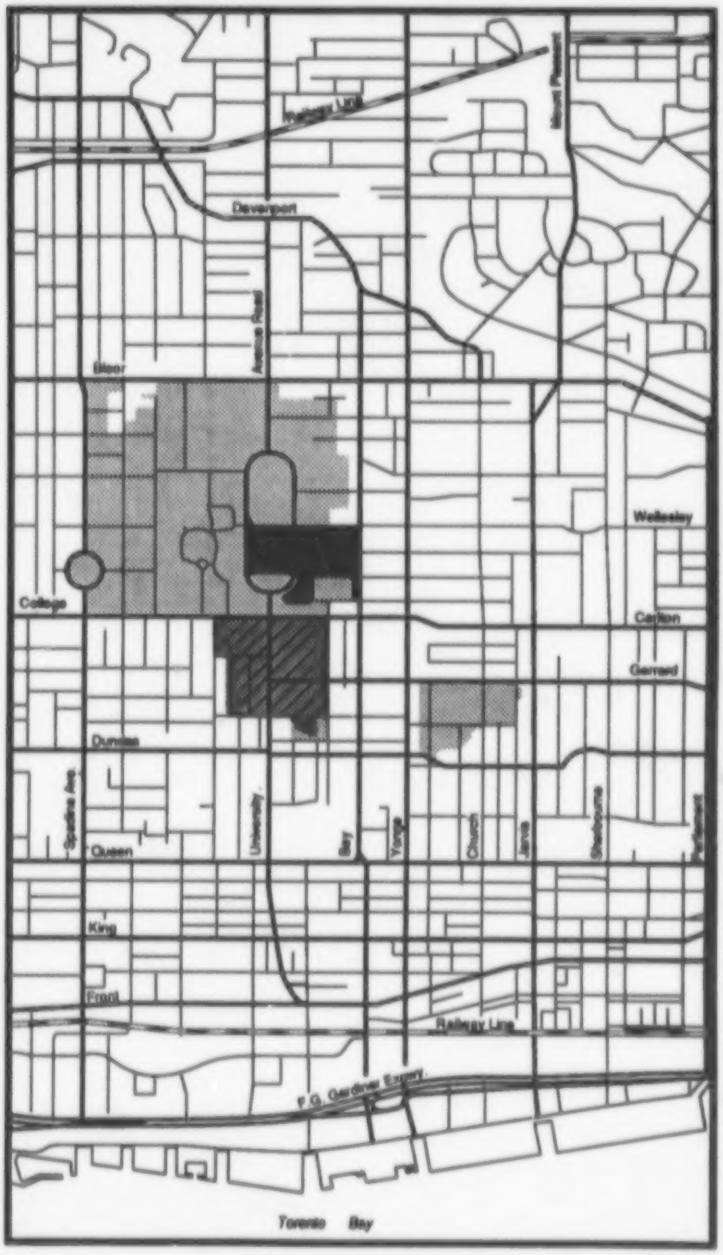
The Financial District (Maximum 12 Times Coverage)

- The existing Financial District designation will be carried over into the new Plan. The area designated "Financial District" includes the commercial centre of the City, with many high-rise office towers, hotels, and a few residential buildings. We propose that the Floor Space Index option apply to this area and set a maximum density of 12 times the lot area, which could be used entirely for residential use or for mixed-uses, with a maximum of 8 times for commercial purposes. As explained in Chapter 7.2.3 and Chapter 10.1 of this report, the density above 8 times may be converted from residential to commercial use in return for the provision of land (or a cash payment in lieu of land) for social housing, public parkland in addition to that required under Section 41 of The Planning Act, workplace daycare or for the retention of a heritage building.

INSTITUTIONAL AREAS

Proposed Land Use Designations
Central Core Area

░ University Area
▨ Hospital Area
■ Queen's Park Government Area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Church
Jarvis
Sherbourne
Parliament
Queen
King
Front
Railway Line
F.G. Gardiner Expwy.
Toronto Bay

RESIDENTIAL & OPEN SPACE AREAS

Proposed Land Use Designations
Central Core Area

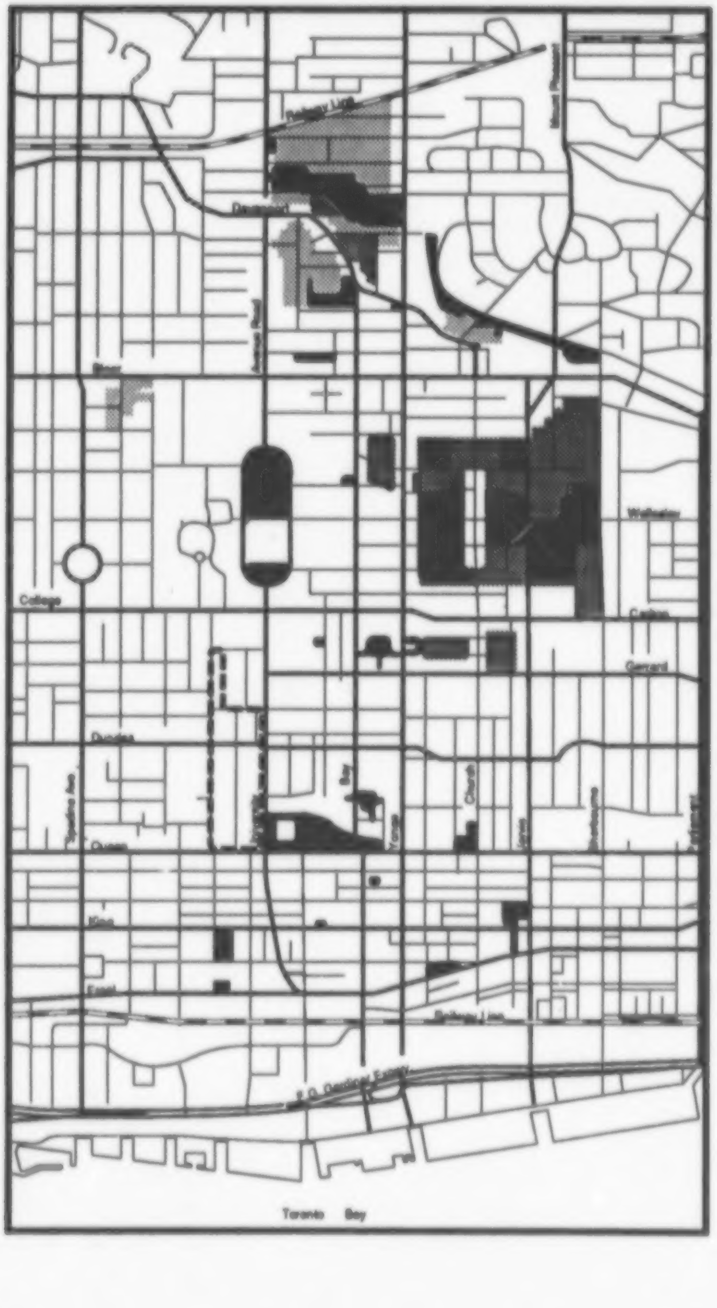
▨ Low Density Residence Areas

■ Medium Density Residence Areas

■ High Density Residence Areas

■ Open Space

– – – No change proposed at this time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Toronto Bay

MIXED-USE AREAS & FINANCIAL DISTRICT

Proposed Land Use Designations Central Core Area

░ Houseform Scale Mixed-use Area

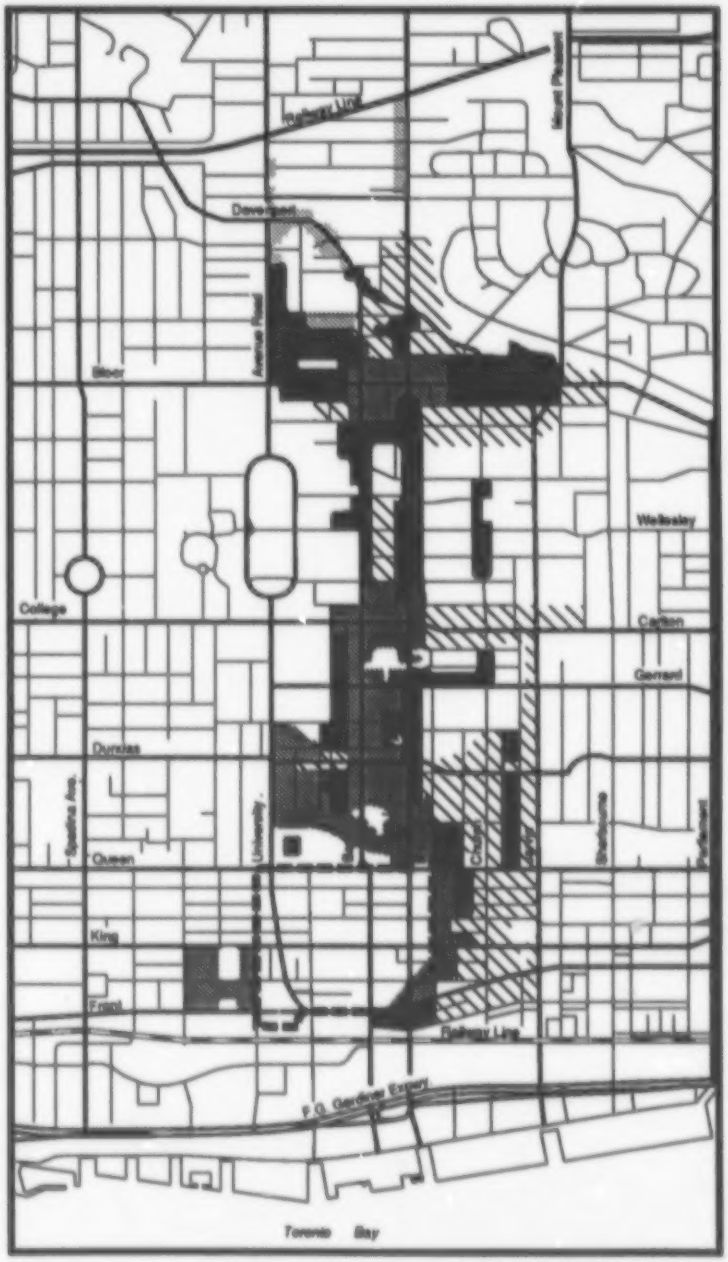
▓ Low-rise Mixed-use Area

▨ Mid-rise Mixed-use Area

■ Medium Density Mixed-use Area

■ High Density Mixed-use Area

▬ ▬ The Financial District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Front
Railway Line
F.G. Gardiner Expwy
Toronto Bay

Maps are for information only. For details refer to Map 9.2 in the Proposals Report.

Cityplan '91

JUNE 1991

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Cityplan '91

Cityplan '91 Proposals Report

June 1991

City of Toronto
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R Millward

Robert E. Millward
Commissioner

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PHOTOGRAPHERS

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1
The Significance of Cityplan '91

> "We wish to note at the outset that the Task Force has spoken out on many issues, particularly on the matters of social equity, which lie beyond the traditional land use focus of municipal official plans. This is not a result of confusion or lack of focus. Rather it stems from a recognition that physical land use and development is inextricably linked with the social and economic forces that shape our everyday lives in the City. We have therefore not shied away from speaking out on issues of social equity or quality of life which cannot be approached merely with the blunt tools of zoning or official plan designations. We view Cityplan '91 as a strategic planning exercise in that it will allow us to examine the broad sweep of urban issues and direct matters to the proper channels where implementation through an Official Plan is not possible."
>
> **Cityplan '91 Task Force**

1.1
INTRODUCTION

The Cityplan '91 process has brought to the forefront of public debate a broad range of issues and concerns about the future of both the Central Area and the City as a whole. Some of these concerns and issues are matters over which the City has limited, or in some cases, no control, and they are not matters which can reasonably be dealt with through the regulation of physical development, which, in the final analysis, is the municipal power which rests at the heart of any Official Plan.

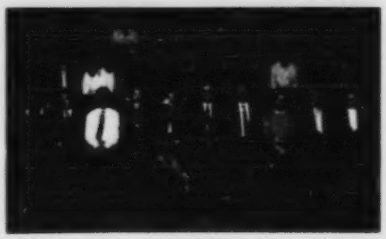
But, however limited the City's powers may be in some areas, the City's responsibility to articulate a clearly defined future for the City must be acknowledged. "There is no reason why the content of City policies must be confined to the statutory mandates of local government," social planner Marvyn Novick emphasized to the Cityplan '91 Forum in May 1989. "Statutory mandates constrain what local governments may enact, but they do not limit what cities can discuss, propose, and pursue." Clearly, the citizens' Cityplan '91 Task Force, quoted above, agreed with this sentiment. And, while limited in scope and effect, the role of the City's Official Plan in that process is still a powerful one. The Official Plan is the principal means by which Council can establish and promote, on behalf of the citizens of Toronto, its vision for the City's future, including its physical, social, environmental and economic aspects.

A major component of any Plan review process must be to assess not only the extent to which the current Plan corresponds to the public's vision, as articulated by its elected Council, but also how effective it has been or can be in achieving the Plan's goals and objectives. To answer these questions, three distinct exercises are necessary. First, the elements of a vision for the City must be defined, and be agreed upon. We need to know where we want to go. Second, we need to know if the existing Plan was, or is, intended to get us where we want to go. Third, an assessment of the existing Plan's capacity to actually achieve the vision is needed; in other words, we need to know what needs to be changed. In a broad sense, these are the phases the Plan review process has followed.

In the initial stages, the Cityplan '91 Task Force and other public outreach efforts provided opportunities for understanding the kind of City and planning process Torontonians want for their City. To a large extent, this took the form of identifying what was not good about the 1976 Plan, or with the planning process since that Plan was approved. But in some cases, as in the Task Force's report, *Goals and Principles for a New Official Plan*, the input was more definitive and positive, providing a clearer sense of the changes that were sought.

The Task Force, comprising over 40 representatives from many constituencies within the City, met over a period of several months, and explored in detail three broad areas of concern: Social Equity, Managing Growth, and Quality of Life. The Task Force report summarized the conclusions of that process, setting out policy directions to be considered by staff in developing this Proposals Report. It addressed such matters as: the Natural Environment, Housing, Transportation, the Built Environment and Open Space, Economic Development, Industry and Employment, Heritage, Arts, Community Services and Facilities, Safety, and Community Empowerment.

Urban thinkers from North America and Europe came together at the Cityplan '91 Forum in May 1989.



The Cityplan '91 citizens' Task Force.

KIDSVIEWS YOUTHVIEWS

Toronto students have their say in Cityplan '91.

In a preamble to the goals under each of these headings, the Task Force also noted that a "major theme woven throughout the deliberations of the Task Force is that the principle of social equity guide all discussions of policy." In keeping with this key principle, this Proposals Report contains recommendations which integrate concerns for social equity into all aspects of Official Plan policy. For example, accessibility and safety are promoted in parks design, in urban design principles, and in transportation policies. Community services policies reflect the need for an equitable distribution of community services for all Torontonians, and specifically address the promotion of community empowerment. The proposed housing policies emphasize the need to plan for affordable neighbourhoods that will accommodate a diverse population. As Trevor Hancock commented at the Cityplan '91 Forum, "Our success as a City should be judged by the quality of life of our most disadvantaged populations."

CITIZENS PLAN
Cityplan '91
Cityplan '91

Background studies and information aids were produced for this review.

Both in tone and in substance, the Task Force's report stressed the need for a Plan with a strong emphasis on promoting a high quality of life for all Torontonians. As the Task Force noted, its report "departed from historical modes of land use planning in the relative emphasis upon the quality of life and development, rather than relying upon traditional practices of predicting, quantifying and geographically targeting future growth." It further stated that: "Rather than becoming entirely focused upon density numbers, it is necessary to consider how those numbers are translated into the wind at our backs, the sun upon our faces, the quiet joy of a lovely streetscape or the human satisfaction that flows on streets that are genuine social spaces."

It is clear from the deliberations and conclusions of the Task Force, from the results of the questionnaires distributed to thousands of Torontonians,which were summarized in *Cityplan '91 Background Report No. 12: Toronto Speaks*, and from the assorted focus groups convened to discuss Toronto's future, that concern for the qualitative aspects of living in the City must be central to the new Plan if it is to genuinely respond to people's concerns. The concerns Torontonians wanted to see addressed in the Plan review process were consistent: the quality of the natural environment; traffic congestion and the quality of public transit; affordable housing; more parks and open spaces; and the massing, scale, height and design quality of buildings. The Kidsviews/Youthviews project, aimed at primary and secondary school students, also raised the same issues as the City's adult population. In adopting the report of the Cityplan '91 Task Force, City Council has endorsed this general direction for change and has provided the basis for a revised framework for the new Plan.

Subsequent phases of the Cityplan '91 process included staff and consultant background studies, which, among other things, assessed the need for, and nature of change which might be required in order to translate the expressed concerns into a clearer vision for Toronto's future. Technical studies were also undertaken to translate the principles articulated by the Task Force and Council into specific regulatory measures. This Proposals Report, therefore, presents an initial set of recommendations from the Planning and Development Department staff, based on public input and planning studies, for changes to the City's Official Plan and for creating a planning process that will help achieve the vision for the City which has emerged so far from the Cityplan '91 exercise.

This chapter provides an overview of these recommendations, and tells the "story" that will be elaborated upon in subsequent chapters. The story begins with the basic goals of the 1976 Plan and how these may need to be revised to better reflect changes in vision, values, concerns, and needs.

One important change which has occurred recently and which will have an impact on planning in the City is the current recession. When Cityplan '91 was initiated early in 1989, the effects of an economic slowdown were not yet being felt, although a downturn was being forecast. We are now plunged into a recession. Unemployment rates have soared above 10%; welfare rolls have hit record levels; and Torontonians, especially the most vulnerable residents of our City, are feeling the nasty effects.

Concern for the impacts of the recession, both in human and economic terms, is on the minds of every politician, and will no doubt influence the setting of public priorities for the immediate future. The recession is a crisis to which the City, and indeed all levels of government, must respond as swiftly, decisively and sensitively as possible. In so doing, however, it is important to keep longer-term goals in view and in perspective. A recession may make achieving the goals more difficult in the short-term, but it does not invalidate the goals themselves.

In the context of urban growth, the recession has meant a dramatic slowdown in development activity. While this has immediate economic consequences, it does afford us time to reflect and to put in place measures that will help achieve the City's goals once the economy again begins to recover. The focus of Cityplan '91 is on the future. While present and pressing needs cannot be ignored, it is important to remember that this Report is intended to provide a framework for the long-term.

1.2
THE GOALS OF THE 1976 PLAN

The 1976 Plan for the Central Area (See Map 1.1) was a pioneering Plan in its time, and many of its fundamental goals remain valid today. Among other things, the 1976 Plan sought to encourage a better balance between what was seen to be the "local" and the "regional" functions of the Central Area, and in particular its residential and employment functions. Stated in its own terms, the Plan sought to:

i) retain low-rise neighbourhoods;

ii) expand the residential function of the Central Area, with particular attention to accommodating the needs of low- to moderate-income and family households;

iii) promote mixed uses (i.e., both residential and non-residential uses, like retail and office uses) in the Central Core;

iv) conserve historic buildings;

v) avoid congestion in the transportation system;

vi) increase park space and public amenities in the Central Core; and

vii) limit office growth to the extent necessary to achieve these objectives and to promote office deconcentration in the Metropolitan area, while recognizing the need to accommodate the continued expansion of office employment growth downtown.

It is clear from the Cityplan '91 outreach process and the findings of the Task Force that these fundamental planning objectives are still supported today.

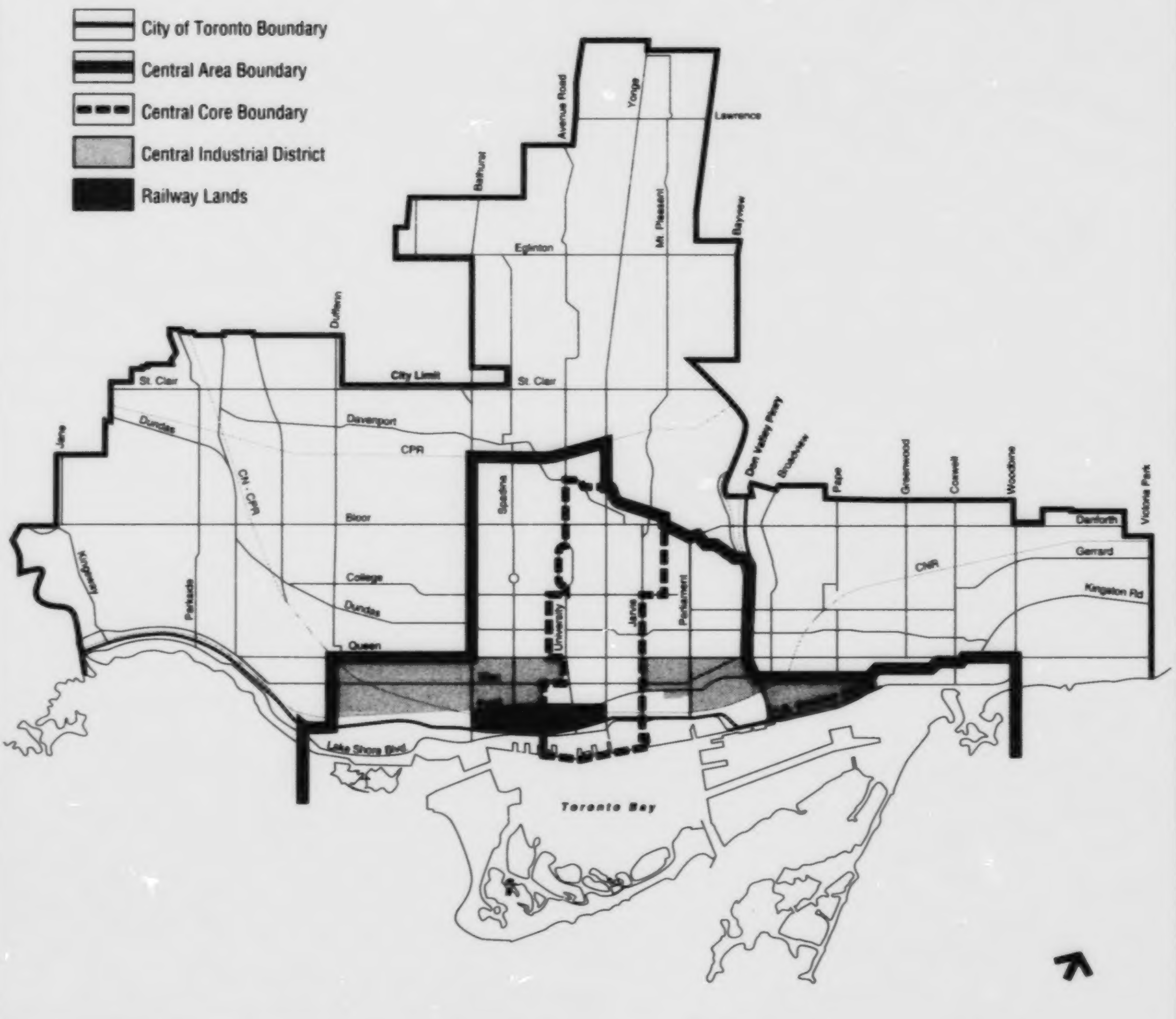
To achieve these goals, the 1976 Plan, among other things, drastically reduced the office development potential of the Central Core from pre-1976 levels, and dramatically reduced the size of the primary office area, the Financial District. Substantially increasing residential development potential, especially in the Core, completed the basic land use strategy. If the pursuit of the other objectives of the 1976 Plan, particularly promoting mixed use in the Central Core and enhancing the residential function of the Central Area, are still considered to be valid, it will be necessary to continue to carefully contain office growth within a relatively compact financial core.

If, as it seems, many of the fundamental goals of the 1976 Central Area Plan are still valid today, one might reasonably wonder why the public has become so aroused, and expressed such concern over the direction planning in Toronto has taken in recent years. In truth, it seems that public concern is not so much with those fundamental goals, or even with the broad land use strategy embodied in the Plan, as it is with the manner in which the Plan's goals have been interpreted and implemented. These concerns relate to both the quality of the resulting physical environment, and the extensive use of negotiated site specific Official Plan Amendments. Many of the specific proposals contained in this report are intended to address these legitimate concerns.

In other words, it is necessary to define the goals of the Plan fully and precisely, paying a great deal of attention to the physical and environmental implications of development and to the qualitative aspects of land use regulation. There is a need, in short, to make the Plan more expressive of a shared vision of how the City should develop, what it should look like, and how it should function. It is also necessary as part of this process to bring about an important shift in attitude and emphasis in the Plan, by, among other things, making it clear that the qualitative aspects of development are at least as important, and perhaps more important, than the quantitative regulations.

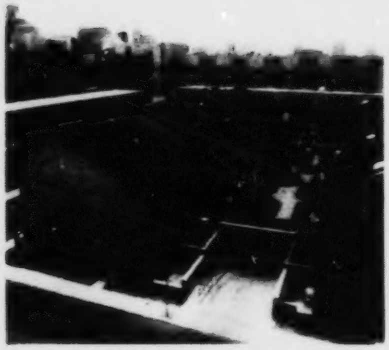
There is also a need to clearly set out the means by which the City intends to accommodate, service, and manage its growth. One of the public's major concerns about previous planning decisions has been a sense that insufficient attention was being paid to the cumulative impacts of development. The new Plan will need to provide a better framework and more adequate mechanisms to ensure that growth, which is both necessary and desirable, contributes positively to building the kind of City Torontonians seek. Finally, there is a need to address directly the process by which the Plan has been implemented in the past, virtually from the time the Plan was approved in 1976, and how it should proceed in future.

Map 1.1
City of Toronto - Areas referred to in the text


City of Toronto Boundary
Central Area Boundary
Central Core Boundary
Central Industrial District
Railway Lands
Avenue Road
Yonge
Lawrence
Bathurst
Mt. Pleasant
Bayview
Eglinton
Dufferin
City Limit
St. Clair
St. Clair
Jane
Dundas
Davenport
CPR
CN - CPR
Don Valley Pkwy
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Spadina
Bloor
Danforth
Gerrard
CNR
Kingsway
Parkside
College
Dundas
Queen
University
Jarvis
Parliament
Kingston Rd
Lake Shore Blvd
Toronto Bay

1.3
THEMES OF THE 1991 PLAN

1.3.1
Balanced Growth


More housing in the Central Area will promote a livelier, more compact city and reduce auto use.

The 1976 Plan promoted a better balance between competing functions of the Central Area by greatly reducing commercial development potential, while preserving low density residential areas and enhancing opportunities for housing in areas previously designated for commercial uses only. In limiting locations for primarily office uses, the 1976 Plan not only provided greater opportunities for housing, but also promoted the development of a highly efficient and compact financial core, which today is regarded as a valuable asset in the City's and the Region's economy.

There can be little doubt that the 1976 Plan was to a large extent successful in redirecting growth within the Central Area and achieving a better balance between offices and housing. These basic goals should be confirmed and reinforced in the 1991 Plan. The proposed amendments to the Plan that follow in subsequent chapters of this report build upon the theme of balanced growth which was promoted in the 1976 Plan. One of the major means for achieving balanced growth will continue to be the encouragement of new housing in the Central Area. Residential growth in the Central Area is desirable for a variety of reasons:

i) the need for more housing, especially affordable housing, is well documented and virtually endless;

ii) continued opportunities to develop housing at higher densities in appropriate forms in mixed-use areas near the downtown, and in new neighbourhoods in the Central Area, will reduce pressure on established low density neighbourhoods;

iii) more housing, and hence more people living downtown, will promote a livelier, safer and more interesting city;

iv) residential intensification within appropriate portions of the Central Area can minimize many of the adverse environmental impacts associated with urban growth, by locating jobs near homes and thereby reducing long-distance commuting;

v) more housing near the Region's major centre of employment will help to promote a more compact urban form within the Region; and

vi) if residential growth can be encouraged at a rate which is in balance with the future growth in office employment, such residential growth may potentially postpone the need for major and costly investment in transportation facilities to service long-distance commuting.

For all these reasons, the proposals for the 1991 Plan strongly emphasize the residential function of the Central Area. However, increased housing production alone will not make for balanced growth in the Central Area, and this Proposals Report does not advocate the idea that housing should be achieved at any cost. It is essential that the concept of balanced growth be understood to encompass more than just new housing production. Balanced growth means building viable communities, which are adequately serviced with a full range of neighbourhood amenities, and accessible to households of all types and incomes. This theme is discussed more fully in Section 1.3.3.

Residential development and intensification should occur (outside the stable low density residence areas) wherever an appropriate residential environment can be provided, constrained in effect by the need to ensure that:

i) such housing can be adequately serviced with sewers, roads, transit, parks and community facilities;

ii) appropriate built form and physical amenity can be achieved; and

iii) sufficient land will continue to be available for the future office, institutional and industrial development needed to sustain the City's economy.

The Proposals Report identifies three broad areas where more residential development should occur:

i) in new or emerging neighbourhoods, including redeveloping non-residential lands for housing (such as Ataratiri) and including new neighbourhoods in the mixed-use areas of the Central Core (such as the East Downtown);

ii) by intensifying the City's main streets; and

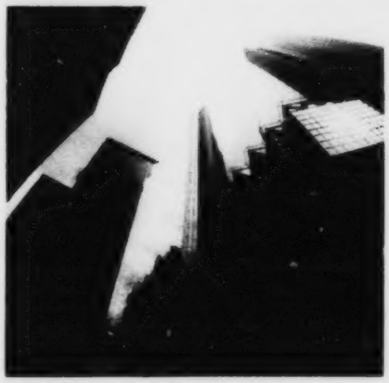
iii) through appropriate and sensitive infill and thoughtful and intensive use of existing buildings in stable neighbourhoods.

Cityplan '91 also sets the stage for a balanced approach to encouraging economic development by protecting industrially-designated lands which are viable for industry. At the same time, this report provides for the appropriate expansion of employment in the office sector. In particular, the controlled expansion of the financial core increases the likelihood that the City's employment base will expand, and thus the likelihood that City residents will find jobs in their own community. The financial services sector, in particular, is an important contributor to economic development, and specifically requires a downtown location. Building on the lessons of the 1976 Plan, the expansion of the City's financial core will occur in a compact and efficient form, primarily through the extension of the Financial District south into the eastern portion of the Railway Lands. The proposed Plan makes provision for significant, but contained and directed expansion of office space, in forms that promote a high quality business environment.

The goal of achieving balanced growth in the City is also addressed by this report in those chapters which deal with institutional policies and policies respecting the arts. As the existing Plan states (Section 1A.1):

"The Central Area is distinctive in that it contains the fullest range of urban functions and amenities in the region. Within the Central Core are located the major administrative centres of national financial activity, the offices of the Provincial, Metropolitan and City governments, and the primary centres of retailing and entertainment. It also contains a number of regional educational, cultural, medical, social and other facilities and services. It is the major employment and service centre and a focus for community life for the City and the Metropolitan area."

Balanced growth for the City will continue to mean providing an appropriate environment within which these other significant functions of the Central Area can grow and flourish. The arts, in particular, have an important role to play, not only in terms of aiding economic development, but also in terms of promoting a high quality of urban life. The existing Plan's provisions respect-



High quality and compact office districts provide face-to-face contact.

Retaining public institutional lands for public purposes.

ing the arts are very limited and need to be amplified to reflect both the appropriate role for the arts in sustaining diversity within the City, and the current needs of the City's artistic community.

The City's institutions, particularly its universities, are important urban assets, which contribute to the economy of the City and also provide valuable open space and an architectural heritage which enriches the life of the City. These functions of the universities are especially important, but are not matters which are adequately reflected in the existing policies for these areas. To ensure that these vital roles are enhanced, changes to the land use regulations for the University Districts are proposed. The proposals set out planning objectives for more detailed plans, called Part II Plans, in the University Districts, which are intended, among other things, to: promote compact university campuses with clear physical identities; preserve existing open space and heritage buildings; and retain university land for university purposes, by removing permission for residential uses other than student housing, and by allowing, in addition to university uses, only uses which are affiliated with the university and devoted to research and development.

1.3.2
The Environment

In the 1990s, the concept of balanced growth must not only acknowledge and have regard for the environment and environmental concerns, but it must also fully integrate environmental considerations into the land use planning and development process. The 1976 Plan did not directly address environmental issues. Although that Plan does contain numerous references to environmental matters, it lacks a comprehensive and coherent framework for achieving a healthy city and ecologically-sound development.

Today, public expectations of municipal governments in matters respecting the environment are stronger and clearer than they were 15 years ago. In fact, increased awareness and concern for the quality of our environment is perhaps the single most important change in social values to occur since the 1976 Plan was adopted. It is currently one of the City's most pressing public issues.

Although the focus of this Proposals Report in Chapter 4 is to establish a set of environmental policies to be incorporated in the City's new Part I Official Plan, concern for the environment and the environmental impacts of urban growth, has informed the development of all policies of the 1991 Plan, including those respecting balanced growth, housing, urban design, transportation and the provision of parks and open space in new communities. The integration of a range of environmental concerns with overall policy development is a major new feature of the 1991 Plan.

The main elements of the specific Environmental Proposals set out in Chapter 4 are the establishment of goals and objectives regarding a range of environmental issues, such as reduced air pollution, improved water quality, water conservation, energy conservation, decommissioning of contaminated lands and disposal of contaminated soil, and waste reduction and management. The policies are also directed at protecting the City's natural areas, such as the ravines, the Don River, and portions of the Waterfront. Also included are specific and measurable objectives by which to gauge, over time, the City's success in achieving its environmental policies.

Concern for the environment underlies all of the policies of Cityplan '91.

The proposals for the environment also consolidate and update the City's policies respecting the preservation of its natural areas and environmentally-sensitive areas, some of which are now embodied in the Ravines policies of the Plan. Other policies regarding the environment are included in the Central Waterfront Plan Amendments, approved by Council on June 17, 1988. These have been integrated into the new Environmental Section recommended in this report.

Finally, the Environmental Proposals include recommendations for establishing environmental performance standards and an environmental review process for new development. Regulating new development is clearly a matter over which the City has some degree of control. However, making improvements to the environment through standards applied to new development only, will not be sufficient to achieve substantial improvements in environmental quality. Most of the City is built-up, and much of it was developed with old, and environmentally-unsound technologies. And, as much as many Torontonians disparage the use and abuse of the private automobile (a major source of air pollution), car ownership and car use in the City remain high. Significant public education, changes in behaviour, and retrofitting of existing buildings will be needed in order to meet the environmental targets proposed in this report.

Our ravines bring nature to the heart of the City.

1.3.3
Building New Urban Neighbourhoods

While the 1976 Plan sought to expand the residential function of the Central Area, it was to a large extent silent on the nature, quality, character and form that new housing was to take. The Plan did not clearly articulate how the City intended to ensure that the basic community services needed to support that residential growth, such as parks, community centres, daycare centres, and libraries, were to be provided. The Plan assumed that private development initiatives would be the primary means of achieving these facilities. It therefore included bonuses in the form of "density exemptions", which allowed developers to build larger buildings if they provided such services. While there was some success in achieving workplace daycare facilities in large commercial developments, mainly through the site specific Official Plan Amendment process, these bonuses were not made generally available and did not adequately address the needs of the growing residential population.

Consequently, although the Plan was successful in encouraging new housing to be built in the Central Area, and particularly in the Central Core, the form and scale of the built environment that resulted were unexpected, and the needs of the new residents for social services were not systematically addressed.

A Neighbourhood Is a Neighbourhood Is a Neighbourhood

The site of the new Ataratiri neighbourhood.

One of the major reasons for these deficiencies in the Plan relates to the way in which new areas of higher density housing in mixed-use areas were conceptualized. Mixed-use areas, where housing was to be encouraged, were not regarded as new "neighbourhoods" with a clearly defined character, quality and form. Traditionally, when we refer to neighbourhoods, we are referring to the established, stable, low density neighbourhoods which are surrounded for the most part by traditional shopping streets, and are provided with basic services such as schools, parks and recreation centres. On the other hand, we rarely think of Bay Street as a neighbourhood, even though the potential population of the Bay corridor from Bloor Street to Dundas is as substantial as any low-rise neighbourhood, and, presumably, would have equivalent needs for community facilities.

A critical theme underlying Cityplan '91 is that planning for new, higher density neighbourhoods should be approached comprehensively, and with a clear understanding that these are communities. As is discussed more fully later, while the Plan has been successful in producing housing in the Central Core, residents of the Central Core are actually worse off now in terms of park space per capita than they were 10 years ago. This is not an acceptable way to build viable communities. And while the Plan authorized additional density for community services and facilities in mixed-use areas, there was no accompanying implementation strategy to ensure that needed services actually were delivered.

The goal of encouraging new housing brings with it a responsibility to ensure that the resulting neighbourhoods are liveable, and that they are adequately serviced. An important thrust of the Proposals Report is, therefore, that the City should recognize and accept this responsibility. Consequently, comprehensive, area-based neighbourhood planning should assume a more prominent role in the City's land use planning process. Creating affordable, attractive neighbourhoods, at moderate densities, with an appropriate range and level of community services and facilities, parks and open space, should be a paramount concern in the City planning process. Accordingly, the Cityplan '91 Proposals set out policies for a process that would ensure the timely provision of community services and facilities, including parkland, at the earliest possible stage in planning for new residential communities. In addition, the Proposals include recommendations to increase the City's requirement that private developers provide land or cash for parkland under Section 41 of the Planning Act, at a level that acknowledges that new residents of the City are entitled to a standard of parks amenity at least equivalent to that enjoyed by existing residents.

The Physical Environment of New Neighbourhoods

The theme of building new urban neighbourhoods, rather than simply producing housing, also relates to the character of the built environment created in these new communities. The 1976 Plan, as noted earlier, gave little effective guidance respecting the character, scale and form of those areas where housing was to be encouraged. And by not conceiving of these areas as neighbourhoods with a defined character and physical form, no building or neighbourhood typology was ever established by existing land use and density regulations, nor can any be reasonably inferred from them.

The Plan did identify some areas where specific built form characteristics were promoted. Areas of Special Identity, like Church Street or Sultan–St. Thomas, were examined in more detail through

Part II studies, which provided qualitative statements intended to give form and content to the specific vision for the area. But, even in these cases, these qualitative statements were greatly undermined by the overall failure of the Plan to emphasize the importance of quality of development (as represented by predominant or desired building types or characteristics) versus its quantity (as indicated by density and height regulations). Outside the Areas of Special Identity, the paucity of specific area visions, coupled with ambiguity in the regulations, has led to a kind of anarchy of building forms.

Lack of clarity about the built form objectives for the mixed-use neighbourhoods of the Central Core was compounded by the uncertainty which resulted from the units-per-hectare (uph) system of calculating density, and its subsequent modifications. The uph system did not regulate the bulk or "size" of a building with residential uses, but only regulated the maximum number of units that could be contained in the building. In 1985, the floor space index (fsi) option for calculating residential density was introduced. According to this system, the total floor area of a building is fixed, and determined by multiplying the lot area by the fsi density figure. The number of units that could be built was not directly regulated, but an average unit size requirement effectively put a maximum ceiling on the total number of units. The result of adding the fsi option was a residential density system that had no coherent logic and which was destined to self destruct. The combination of too little guidance respecting built form objectives, and too much flexibility in the density system has led to some very undesirable developments and what many perceive to be a deterioration in the quality of the residential environment of the Central Core.

The Cityplan '91 Proposals seek to redress many of these concerns by:

i) eliminating the ambiguities in the current residential density provisions of the Plan in mixed-use districts, and establishing a new regulatory system which relies on the fsi approach to calculating residential density in mixed-use neighbourhoods;

ii) establishing height limits that relate in a meaningful way to permitted densities and the desired building form so these can be more effectively enforced; and

iii) providing a framework for regulating building densities which places much greater emphasis on built form, urban design and environmental objectives (including sunlight and wind), and generally shows greater concern for the quality of the public realm.

In sum, building liveable neighbourhoods means thinking, from the outset, not just about producing housing, but about creating pleasant, viable and diverse communities. The success of Cityplan '91 in realizing this objective will depend, in part, on the extent to which opportunities for meaningful change have not been foreclosed by past planning decisions. It will require a shift in attitudes and expectations about what is important in the Plan, and will mean striking a better balance between qualitative statements of Council's intent and specific density numbers. Finally, it will depend to a large degree on City Council's willingness to redirect its energies away from reliance on the negotiated, site specific Official Plan Amendment process which has characterized planning in the City in recent years, and toward a more disciplined, comprehensive planning process.

1.3.4
Towards a More Disciplined and Predictable Planning Process

A Revised Regulatory System for Mixed-use Neighbourhoods

It is clear from the public outreach process and from the deliberations of the Cityplan '91 Task Force that there is a strong public desire for a more orderly and predictable planning process in Toronto. There is a need for clearer and simpler planning controls and processes, including a better, more equitable and more open way to reconcile general land use permissions with site- or area-specific constraints and opportunities. This means achieving a better balance between the regulatory/numerical part of the Plan and the accompanying qualitative statements that give tangible meaning to those numbers, and less reliance on discretionary bonusing, which is discussed in the next section.

This theme is developed in greater detail in later chapters of this report. Here, the purpose is to highlight three important aspects of a revised regulatory system. The first deals with establishing at the outset a better "fit" between land use regulation and planning objectives with respect to physical form and impact on the public realm. The revised regulatory system, however, must also be able to accommodate site or area specific constraints and opportunities. The second deals with creating a regulatory system that can deliver public amenities and services, such as parks and daycare, and do so within predictable "building envelopes". Finally, the third deals with financing public amenities.

One of the major problems with the existing system of regulating density in the mixed-use districts is that it is virtually impossible to predict what building form is likely to result. This situation has been compounded by the fact that so many of the new buildings in the Central Area are actually the result of site specific Official Plan Amendments, some of which were settled as a result of objections to the 1976 Plan. This degree of uncertainty, engendered both by the regulations and the process of making site specific amendments, has proven to be untenable in the City's planning process. The lack of clarity and shared expectations is undesirable, not only from the perspective of the public, but also for members of the development industry who are making large investments based on those regulations (as well as on their expectations for gaining approval of site specific variations), and for the providers of local services who are trying to predict needs and anticipate demands for their services.

The Cityplan '91 Proposals include recommendations for establishing a rationale and a framework for regulating building densities, which is based on adopting objectives for built form and public amenity, and on defining more explicitly the building types and neighbourhoods the Plan seeks to achieve. To accomplish this, significant changes to the Official Plan and Zoning By-law designations for mixed-use areas are proposed in this report. These changes will most immediately and directly affect the Central Core, where most of the existing Medium and High Density Mixed-use Areas are located.

Once agreed upon, however, the revisions to the mixed-use regulations will also affect mixed-use areas outside the Central Core, and will be extended to those areas through Part II Amendments and area studies. In addition, by creating standards and objectives designed to produce more moderate building forms, better and more appropriate models will be established for development in the City's new neighbourhoods outside the Core.

A New Approach to Bonusing and the Financing of Public Goods

One of the principal means by which the City has achieved its public objectives in recent years, especially with respect to social housing, has been through the process of bonusing and negotiating site specific Official Plan Amendments. Bonusing, or the granting of additional density in exchange for the provision by a developer of a specified public benefit, is not a new phenomenon in Toronto. In fact, the existing Plan contains several provisions for increasing density, as well as for changing uses, which apply mostly to the Central Area. However, the process of securing public benefits through negotiated site specific Official Plan amendments has escalated in recent years to the point where bonusing and the underlying principles of the Plan have been put in jeopardy. To restore confidence in the Plan and the planning process, the use of any bonus system should be dramatically curtailed.

The City's new Official Plan should provide a clearer, more articulate and more assertive vision for how the City and the Central Area should evolve. Consistent with this emphasis, this report proposes that density bonusing (i.e., density provided in exchange for the provision of public benefits) should only occur within predictable building envelopes. For this reason, the limited bonuses proposed in the new Plan do not increase the overall density for a building. They rely instead on "converting" the already-permitted residential density to commercial density in specified locations, in exchange for public benefits, especially social housing. Under this proposed system, where a mix of both commercial and residential uses is permitted, but where a primary office character may also be appropriate, developers could convert the residential density that is allowed into commercial density, if they provide the City with specific public benefits according to a set formula. The end result would be the same size building, albeit an all-commercial rather than a mixed-use one, and the achievement of an important objective, such as more social housing off site, or daycare.

It is also primarily to achieve built form objectives that the Proposals Report recommends deleting the existing 25 percent social housing bonus from the Plan. This bonus has allowed non-profit housing projects to increase the maximum units-per-hectare by up to 25 percent. As discussed more fully in Chapter 10, the intent, effectiveness and built form implications of the existing social housing bonus have been variable over the 15 years since it was first introduced. Given the emphasis of Cityplan '91 on predictability of building form and concern for the impact of development on the quality of the public realm, it has been necessary to re-evaluate the continued use of this bonus. This report concludes that the new mixed-use regulatory system should not include a 25 percent bonus for social housing.

One of the consequences of pursuing a planning approach that does not rely on exchanging increased density for public benefits is that some other means of achieving such benefits must be found ... or the benefits themselves will have to be foregone. This report assumes that it is not in the public interest to forego these public benefits. In fact, many of these public benefits are absolutely essential to building viable communities. In addition to limiting bonusing, as outlined above, this report, therefore, contains recommendations for expanding the use of "exactions" (i.e., levies and other requirements that developers must contribute as a prerequisite of project approval) to achieve public benefits. These include:

i) an expanded Section 41 Parks Levy, as provided for under the Planning Act, which would

A levy on new office space is proposed to be used for affordable housing.

require parkland or cash-in-lieu, and would be based on the number of units to be developed;

ii) a Percent for Public Art program, which would require every major development to budget for art in publicly-accessible areas of new development and to pay one quarter of one percent of hard construction costs into a Public Art Fund;

iii) a Housing-Employment Linkage fee of $107 per square metre on new commercial office space, which would be used by the City for affordable housing; and,

iv) the possibility of "inclusionary" affordable housing requirements (i.e., mandatory requirements that developers set aside a specified percentage of all new residential development for affordable housing).

This report has also made the assumption that City Council will continue to pursue the possible use of Bill 20, The Development Charges Act, to finance specific municipal and community services.

The idea of establishing a general system of levies and exactions was first raised in a 1987 planning report on Section 36 bonusing, and was pursued in greater depth with the initiation of Cityplan '91 in 1989. At that time, the economy was buoyant and the effects of the current economic slowdown had not yet been felt. The impact of the recession on the development industry, however, has caused some concern to be raised about the wisdom of introducing such requirements at this time. However, a strong case can be made for implementing exactions during an economic slowdown, particularly since there now exists in the City several years' supply of new commercial space, as well as moderate quantities of newly constructed but vacant housing, which would be exempt from such charges. The distributive effects of introducing levies at this time would be positive, since developers would know well ahead of new construction about the fees, and their impact would, therefore, be more rapidly passed back into lower bid prices for development sites rather than forward to prospective tenants or purchasers.

While exactions and requirements rather than bonusing are recommended in this report, it is important to note that this alone will not prevent applications for site specific amendments to the Plan. No Official Plan is "amendment proof", nor should it be. The Planning Act allows any land owner to apply to the City for an amendment to its Plan, and if Council does not approve such an application, recourse is provided to the Ontario Municipal Board. Moreover, the Planning Act requires that a municipality review its Plan at least every five years, and in that context, make any necessary modifications. The issue, therefore, is not so much whether a Plan should be amended, but whether the negotiated site specific amendment process is an appropriate way to exercise ongoing development control.

This review concludes that the Plan should be revised so that the rules, and the public objectives underlying the rules, are made clear and emphatic; that there be less reliance on bonusing; and that there be a greater emphasis given to the qualitative aspects of the Plan. If we can successfully achieve this, then any future requests for site specific deviations from the rules can be evaluated against those underlying objectives. If the standards and rules have meaning, then the Plan itself should provide the flexibility needed to accommodate change where it is appropriate.

1.3.5

The Structure of the City, Urban Design and the Public Realm

It is a basic premise of Cityplan '91 that the Plan should build upon and reinforce the qualities of the City that are valued: its vital downtown, its strong neighbourhoods, its attractive and active main streets, its stock of heritage buildings, its ravines and open spaces, and its Waterfront.

The 1976 Plan and subsequent Part II Amendments for the area south of Front Street have engendered some major changes in the structure of the City. Today, while the broad land use strategy embodied in the Plan needs to be refined, the basic structure which underlies that Plan is fundamentally sound. What the Plan needs, and what the 1991 Proposals provide, is a clearer statement of what the City's basic building blocks should be.

The structure of the City and the Central Area should be based on protecting existing neighbourhoods and creating new ones where appropriate lands are available; permitting more concentrated development along main streets; protecting areas along the Waterfront for open space and low-intensity public uses, while maintaining industrial uses in the Port; permitting medium density residential development in most of the Central Core, while permitting a high density, mostly residential spine along Bay Street; and reinforcing a compact and efficient Financial District that extends into the Railway Lands and is focused on Union Station. Other significant features of the City's structure, including its natural and topological features, its landmarks, its street pattern, and its system of open spaces, should be preserved, reinforced and enhanced as opportunities arise and as redevelopment occurs throughout the City.

The 1976 Central Area Plan introduced provisions respecting "Physical Form and Amenity", which addressed matters such as Areas of Special Identity, the relationship of private development to public streets, heritage preservation, the preservation of significant views, the role of height limits (established generally for the first time in the Central Area), the provision of common outdoor space in private developments, and the improvement of the pedestrian environment throughout the Central Area.

As with many of the other objectives of the 1976 Plan, the goals related to physical form and public amenity remain valid today. But these goals were not achieved as the Plan was implemented because the quantitative aspects of the Plan (such as density) eclipsed its more qualitative objectives. As we have seen, this is a result, in part, of the Plan's not having defined clearly enough its vision for the Central Area or for the various sub-areas. The rather broad land use strategy of encouraging housing and contracting the areas for office development was not an adequate guide for high quality urban design.

The lack of a strong urban design direction, embodied in clear built form regulations and guidelines, has meant that urban design matters have relied largely on individual planners, architects and developers to "interpret" policies and to achieve perceived, but unexpressed, public objectives. The unfortunate results have been built form of uneven quality, and public confusion and scepticism about the City's overall objectives for physical planning.

Cityplan '91 seeks to clarify physical form and urban design objectives for the City by emphasizing

The Plan proposes urban design objectives to create a more consistent and attractive public realm and avoid this type of uneven streetscape.

the importance of the public realm and taking better advantage of the existing urban structure. The Plan proposes built form standards, especially as they relate to the public realm, and makes recommendations for developing and refining tools to test and implement urban design policies. The proposals build on two basic principles:

i) the public realm (i.e., the network of City streets, open spaces and public buildings) is an important and permanent resource for all City residents; therefore, both the City and the private sector have a responsibility to support and enhance its quality; and

ii) urban design policy should recognize and reflect the complex legacy of the City's history and its historical patterns.

As the experience of the 1976 Plan has shown, basic principles do not in and of themselves make for a visually coherent or pleasing City. Better regulations for those aspects of private development that can affect the quality of the public realm are needed, including:

i) defining, where appropriate, specific uses, such as retail, which are to be located at ground level;

ii) regulating the way buildings relate to the street;

iii) identifying where pedestrian walkways are needed and how they should be designed;

iv) establishing acceptable and desirable microclimatic conditions (such as wind and sun conditions) for public streets and open spaces, and requiring that new developments adhere to these; and

v) ensuring that these kinds of considerations and standards have an impact on the development of use, density and height regulations throughout the City.

Proposals regarding all of these matters are discussed in detail in Chapter 5.2 of this report.

1.3.6
Transportation Planning

A major aim of the 1976 Central Area Plan was to promote office "deconcentration" (or decentralization) within the Metropolitan Region. To assist in achieving this objective, the Plan sought to link downtown office expansion with the capacity of the transit system. In the short-term, this also meant limiting new transit improvements serving the Central Area and monitoring the rate at which office space grew to ensure that employment growth, and the growth in rush hour commuting trips, did not overwhelm the capacity of the regional transportation system.

Today, as in the past, a major issue is the need to plan for the transportation requirements of future office employment growth. The impetus for resolving this issue in 1991, however, does not arise from the goal of promoting office deconcentration. Rather, the resolution of this issue hinges on accommodating sustained growth in downtown office space without incurring the adverse environmental impacts and other social costs associated with providing more and costly long-distance commuting facilities, in particular, more regional road capacity, to serve the Central Area.

Transportation issues were among the major concerns identified by the Cityplan '91 public participation process. There was support for improved transit services, with only a minority of the public favouring an expansion of the Central Area road system. These views reflect the strong public interest shown in improving the quality of the environment, which led to suggestions to reduce the use of the car in the Central Area, while encouraging environmentally-friendly bike and walk trips as alternative means of travel in the crowded Central Area.

The transportation policies of this Plan are not aimed at identifying a timetable for specific transportation projects. Rather, they propose a direction for future transportation planning decisions and provide a framework within which to judge what projects and other initiatives are appropriate, given the other objectives of this Plan to promote housing and improve the quality of life in the Central Area. A major goal of this Plan is to promote new housing in the Central Area, thereby putting homes near the City's major employment centre, at a rate which would reduce the need for costly additions to the peak-period capacity of the transportation system, particularly expansions to the road system. The land use and transportation policies of this Plan are consistent with that goal and seek to:

i) maintain a continued steady rate of office development;

ii) achieve an increased rate of housing and population growth, and

iii) minimize future increases in long-distance commuting levels, with the upper limit of auto commuting set near the present level.

By providing more opportunities for housing and promoting a better match between the rate of office employment and population growth in the Central Area, the future need for increases in commuting from outside the Central Area should be substantially reduced. The transportation policies of this Plan propose that any residual growth in commuting into the Central Area should be handled by improved transit, primarily GO Transit and TTC surface route services. Road expansions should be limited. Within the Central Area itself, intensified housing development will require improvements to the local transit system, as well as measures aimed at making conditions more attractive for people to walk and cycle around the area.

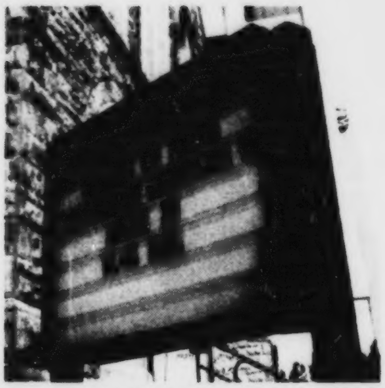
These policies are broadly supportive of the position taken by the Cityplan '91 Task Force and reflect, in large measure, the majority of views expressed by the public on transportation issues. They extend the City's existing transportation policies by:

i) continuing to place limits on the use of the automobile for commuting into and out of the Central Area and seeking possible ways of reducing overall automobile use;

ii) continuing to promote the use of transit, including removing the restriction against adding major, new rapid transit facilities in the Central Area, which is contained in the current Official Plan;

iii) recognizing explicitly the role of additional housing in the Central Area as a means of reducing long-distance commuting;

Policies promoting transit and limiting the growth of automobile commuting are necessary.



"This is our City. We are all responsible for making it the plan we want." Joe Berridge, Cityplan '91 Forum.

iv) continuing to promote a compact form of regional growth that places homes and jobs close together, and encourages the use of public transit rather than the private automobile; and

v) giving more attention to the needs of a growing Central Area population for better local transit services and improved conditions for pedestrians and cyclists.

In addition, this proposed Plan contains a number of statements that relate to new policy areas. For example, there are statements aimed at encouraging the greater integration of TTC and GO Transit services and improving public transportation services for people with disabilities. Consistent with the Plan's emphasis on improving the quality of the environment, reducing auto dependency, achieving better access to the City's Waterfront, and promoting a high quality of urban design, the proposals also contain statements supporting the further study of the proposal to dismantle the central, elevated section of the Gardiner Expressway.

Finally, it should be noted that, although the transportation policies of this Plan reflect an increasing concern about environmental matters, there are some people who may feel that the proposed policies do not go far enough in this regard. Some members of the public have expressed the view that the City should be promoting the construction of a new subway line into the Central Area. Others have suggested that Council should be taking more active steps to reduce the use of the private automobile. The policies of this Plan take a neutral position on subway expansion and adopt a view that further study and debate are required to establish just what mix of policies are needed to reduce automobile use.

1.4
THE CHALLENGE AHEAD

"This is our city," Toronto planner and architect Joe Berridge commented at the opening Cityplan '91 Forum in the spring of 1989. "We are all responsible for making it the Plan we want."

The extensive, two-and-a-half-year Cityplan '91 process has enabled Torontonians from all walks of life to assess where we are now as a City and where we want to go as we head toward the 21st century. Some responded with scepticism. Some responded with hope. Many responded with concrete suggestions about how to make the future better. This Proposals Report offers hundreds of policy statements, which are designed to translate Torontonians' vision for their City into a legal document known as an Official Plan.

2
How This Report Is Organized

The chapters of this report are structured similarly. Each begins with a summary. These summaries provide an overview of issues and related Official Plan proposals on a thematic basis: parks and open space, transportation, housing, etc.

Following each summary is a background section. Here, past and present City planning policies are discussed, along with new issues that need to be addressed by this Official Plan review.

Official Plan objectives – read directions – are set out individually or as a series of policy recommendations. If approved by City Council, these recommendations would take the form of policy statements in the new Official Plan.

Headings summarize the intent of these policy statements, which are typeset across two columns. Each statement is numbered.

Words or phrases that appear in **bold face** are defined planning terms with very specific meanings. Existing terms are defined in Section 10 of the City's existing Official Plan. New definitions are explained in this report, where they first appear.

Explanations follow the policy statements, laid out in two narrower columns.

Many chapters end with a section entitled "Other Actions". Listed here are those initiatives that cannot be enacted solely by changing the Official Plan. In several cases, the proposals require the Provincial government to change its laws. Others require additional study. Action in these cases would occur only if Council approves recommendations presented in follow-up reports.

A WALK THROUGH THE REPORT

The central themes and key policy recommendations of this report are contained in the preceding chapter, "The Significance of Cityplan '91". A Reading of this overview and of the summaries at the beginning of each chapter should provide an understanding of the thrusts of this Official Plan review.

For historical perspective, read Chapter 3, "The Scope and Context of the Plan". This chapter documents the Official Plan review process to date, and explains its significance. Also included are a City view of growth in the Greater Toronto Area and proposals explaining how Toronto can contribute to a more compact urban region.

The environmental issues and concerns that drive many of the planning policies put forward in this report are spelled out in Chapter 4.

The evolution of the physical patterns and form of the City are traced in Chapter 5, "The Structure of the City and its Public Areas". You will find here urban design policies that deal mainly with the public areas of the City, with private development as it affects public space and with preserving our heritage.

In Chapter 6, "Transportation and the Land Use Nexus", a strategy is outlined that aims at reducing pressures on roads and transit by managing commercial growth and increasing the residential population in the Central Area. The nexus proposal argues that encouraging central housing for all income levels can be a powerful instrument of land use and transportation planning. Until now, housing promotion has largely been regarded as an aspect of social policy, with an emphasis on creating income-assisted units.

The mix of office development and housing creation considered necessary to limit commuter demand is identified in a "preferred development scenario". Chapter 6 also contains recommendations for improving movement within the City by upgrading public transit and by limiting the use of private automobiles.

Housing targets doubling the rate of current growth are set out in Chapter 7, "Policies for Activities in the City". At least half of this new housing would be "affordable". This housing would be created in new neighbourhoods, along main streets, and by the careful filling of gaps in existing neighbourhoods.

Ways of strengthening community services, as well as industrial, retail, office, institutional, and arts activities in the City are discussed in detail in this chapter.

The principles and elements of a new regulatory land use system for mixed-use areas of the City are set out in Chapter 8. This new system establishes floor space and height ceilings for commercial-residential buildings, something the current Plan has not done effectively.

The effects of this new regulatory system and related policy proposals are examined on an area-by-area basis in Chapter 9. A detailed land use plan for the City's Central Core is included. Strategic planning initiatives for the Central Waterfront and the City beyond the Core are also outlined.

Chapter 10, "Implementation and Monitoring", explains how the Plan's public benefits can be achieved, while minimizing the past practices of granting developers density transfers and bonuses.

A means of monitoring the effects of Official Plan policies on housing, transportation and commercial growth is proposed in this chapter. Legislative changes necessary to implement these policy proposals are also identified.

This report concludes with an explanation of how Cityplan '91 could change the existing Official Plan. Numerous public meetings will be held before final policy recommendations are presented to Council for consideration. This consultation process is also outlined in Chapter 10.

3
The Scope and Context of This Plan

"Toronto is a metropolis. It fulfills the three conditions for this. Toronto has political and economic power. It is innovative ... It is an international city ... One more condition of a metropolis must be fulfilled: there must be a loveable and liveable inner city."

Josef Kleihues, Cityplan '91 Forum

"We make our own cities, but not entirely as we please. Cities are the reflection in physical form and community structure of the economic and social forces at play in the world."

Joe Berridge, Cityplan '91 Forum

3.1
THE PLANNING AND GEOGRAPHIC CONTEXT OF THE CITYPLAN '91 REVIEW

3.1.1
The City of Toronto Official Plan

An Official Plan is defined in the Planning Act as a document adopted by a city's elected council and approved by the Provincial government, which sets out policies for the physical development of the city, having regard for the municipality's social, economic, and environmental goals and objectives. In the City of Toronto, the Official Plan has two parts. The Part I Plan spells out the general development pattern for the City, including the distribution of uses and scale of development, as well as the City's overall social, economic and environmental objectives and policies. Part II Plans, or area specific secondary plans, describe in more detail how these policies apply to individual neighbourhoods and districts. The Provincial Planning Act requires that every municipality have an Official Plan and that it be reviewed at least every five years to see if any changes are necessary.

The Official Plan for the City of Toronto was first adopted in 1949, and has grown in both scope and sheer bulk ever since. Twenty-five years ago, in 1966, City Council adopted a new Official Plan whose focus was to halt what was perceived to be a loss of growth (and tax assessment) to the suburbs. There was general concern, even fear, that the City's downtown was about to suffer the same fate as many American cities where the buildings, sewers, streets and other infrastructure were decaying, and investment was fleeing to the suburbs. This new Official Plan, approved by the Province in 1969, represented an effort to reverse these trends, by encouraging new investment in the Central Business District, and fostering widespread, high density redevelopment of the City's Central Area. The Plan called for:

- a major network of expressways, including the Spadina, Cross-town and Scarborough Expressways;

- extensive areas for primarily office growth at high densities;

- the expansion of Core Area institutions to reaffirm the regional primacy of Toronto's downtown; and

- the redevelopment of the existing neighbourhoods which surrounded the commercial core for high density apartments.

It was a Plan whose time would never come.

In the watershed election of 1972, Toronto's citizenry voiced their displeasure over the threat to stable low density neighbourhoods which was posed by the proposals for high-rise redevelopment and expressways, and over the scale of downtown office growth which was used as a rationale for those expressways. A "reform" Council was elected with the mandate to review and alter the direction of the City's Official Plan for the Central Area. The result of that review was the Central Area Plan Amendments, which were adopted by Council on January 31, 1976. The Central Area Plan, as it was called, represented a major change in direction and presented a fundamentally different vision of Toronto's future, one which emphasized:

- the preservation of stable, low-rise residential neighbourhoods;

- the deconcentration of future office growth to other sub-centres in the Metropolitan Area, as well as the establishment of "review limits" for office space in the Central Area, which were to be examined every five years;

- the concentration of potential office development in a more limited and compact geographical area of the Central Core;

- the introduction of more housing in the Central Area; and

- the promotion of public transit over expressways and a limitation on major new downtown transit facilities like a subway line.

The "Central Area Amendment Area" (the area that was actually affected by changes in 1976) was defined as the irregular area bounded generally by Bathurst Street, the Don River, the CPR line north of Dupont, the Rosedale Valley Ravine, and Front Street (with two chunks left out south of Queen Street). The Central Area itself is much larger, and includes two "wings", one which extends westward as far as Dufferin Street, south of Queen Street; and another which extends eastward across the Don River to Woodbine Avenue, south of Eastern Avenue. (See Map 1.1)

After 1976, major amendments affecting those parts of the Central Area that were not part of the original 1976 "Amendment Area" were approved by Council and expanded the influence of the

Central Area Plan southward to the Lake, including:
- the Central Industrial District;
- Harbourfront;
- the St. Lawrence Neighbourhood;
- the World Trade Centre;
- the Railway Lands; and
- the Central Waterfront.

Prior to the Cityplan '91 review, two other five-year (or "Quinquennial Reviews") of the 1976 Central Area Plan were undertaken, one in 1981 and another in 1986. These reviews were obliged by the 1976 Plan to reassess, among other things, the specific "office review limits" and the associated policies regarding office deconcentration. The 1981 Quinquennial Review examined office growth rates and office occupancy within the Central Core, as well as the capacity and use of the Metropolitan transportation system (i.e., the subway and surface transit system, and the major arterial roads). The 1986 Quinquennial Review examined these same office growth and transportation issues (as had been required by the 1976 Plan), but also reviewed all of the other major policy areas covered by the 1976 Central Area Plan (as was by then required by revisions to the Planning Act). Cityplan '91 again examines all of the policy areas of the 1976 Plan, and adds a number of important new ones.

3.1.2
The Scope of Cityplan '91

As was the case in 1976, a detailed and comprehensive review of the land use policies for the entire City, or even the Central Area, cannot practically be undertaken at one time. There are simply too many ongoing issues and relevant factors that, ideally, "should" be included. Cityplan '91 proposes specific land use and density designations for only a part of the Central Area known as the "Central Core". But it also expands the policy areas covered by the last Official Plan, and proposes general policies for the environment, transportation, housing, urban design, community services and a wide variety of other important areas, which apply not only to the Central Area, but also to the entire City.

The City has a well-established tradition of community consultation and neighbourhood planning through the development of Part II Plans, which tailor general City goals and policies to local concerns, constraints and opportunities. Since 1976, a number of Part II Plans have been adopted for areas within the Central Area Amendment Area, which have fine-tuned the Part I policies recommended in 1976. Now that these Plans are in place, major amendments to them should not generally proceed without the kind of community consultation process that occurred at the time the Part II's were developed. Consequently, it has neither been necessary nor feasible to review all of these detailed Plans at the same time that the broader policies have been under review. In addition, as the recent past has demonstrated, planning within the Central Area has proceeded incrementally over a period of several years, primarily because the Area as a whole is too large, too diverse, and too complex to address in a single, comprehensive planning exercise.

Within the Central Area there are a number of Part II Planning Reviews now underway, and others will be initiated if the general policies proposed in this report are ultimately adopted by Council. Each of these review processes will be influenced by Cityplan '91, but the debate over the specific Plans will necessarily occur in a different forum.

The implications of Cityplan '91 for areas of the Central Area beyond the Central Core and for other areas of the City are discussed in detail in Chapter 9.4. Specific land uses, heights and densities are put forward, as noted previously, only for the Central Core. (See Map 9.2 in Chapter 9.2) Proposed changes in districts within the Central Area but beyond the Core are shown on the maps in Chapter 9.4. The Central Waterfront has undergone its own intensive Official Plan review and this report, in Chapter 9.3, will simply describe how Cityplan '91 policies have or will affect the work now underway for these lands.

3.1.3
The Breadth of Cityplan '91 Proposals

Toronto today is a very different place than it was in 1976, when City Council enacted the Central Area Plan Amendments. Our City has emerged as a major regional, national and even international financial centre. At the same time, however, it has lost much of its traditional manufacturing base. While some people have profited from the eighties' boom, others have been left behind. The cost of housing has risen sharply, and income disparities in the City have become more visible, as more and more people line up at food banks and all too many people find whatever shelter they can on the City's streets. Environmental concerns have leapt to the top of the local agenda, as public and politician alike have begun to realize that the way we build and live in our cities provides a key to creating a cleaner environment and a healthier City. Increasingly, we have heard people criticize the scale and design of development in the City's Core, particularly along the Waterfront. In response to these and other concerns, City Council initiated a Plan review which was broader both in subject matter and geographical scope than the either the 1981 or the 1986 reviews had been.

The Cityplan '91 Citizens Task Force and City staff have both recognized that physical land use and development are inextricably linked to the social and economic forces that shape our everyday existence in the City. The state of our air, soil and water are directly affected by virtually every land use and transportation decision we make. Cityplan '91 acknowledges this and moves beyond the traditional land use focus of the City's Official Plan, to introduce entirely new sections of the Plan dealing with the environment, social planning, the arts, built form and urban design, and City heritage. Some of the proposals in this report may be a bit ahead of the required Provincial enabling legislation. Rather than shying away from such issues, however, this report recommends that the City actively seek the necessary legislation.

The Central Area remains the heart of the City's economic, social and civic life, and consequently does merit and does receive particular emphasis in the City's new Official Plan. But the new Plan must also deal with issues that affect both smaller and larger areas. Many policies, for example, focus specifically on the Central Core. And many others transcend the boundaries of convenience that planners draw on City maps. The need for housing, parks, community services, and sound environmental policies is the same on the east side of Bathurst Street (a boundary of the Central Area), as it is on the west side. Cityplan '91 policy proposals for the environment, housing, community services, parks and open spaces, transportation, heritage, the arts and urban design are not, therefore, just "Central Area" policies, but are applicable across the entire City of Toronto.

The Central Area remains the heart of the City's economic, social and civic life.

3.1.4
The Public's Role in the Cityplan '91 Review

Cityplan '91 held a great number of formal and informal public meetings, like this one in the Chinese community, to give Torontonians a say in the new Plan.

If the breadth of subject matter of Cityplan '91 reaches beyond the traditional realm of land use planning, it is because the vision of Torontonians is not bound by those limits. The agenda of Cityplan '91 has been largely defined by the City's population and workforce.

In May 1989, Council kicked off the Cityplan review with a public forum which brought North American and European urban experts together to focus on Toronto and its needs. At the same time Council appointed a group of 40 Torontonians drawn from many constituencies to set out the goals and principles which would guide staff in the drafting of the new Official Plan. After a year of hard work and intense debate, the Cityplan '91 Task Force published *Goals and Principles for a New Official Plan*, which was adopted by City Council in August 1990. Together, the Task Force and staff set out on an ambitious outreach program to give Torontonians a say in the new Plan.

In 1989, almost 300,000 questionnaires were distributed to Toronto households to find out what Torontonians like and dislike about the City and what they wanted included in the City's Official Plan. The results of their responses have been published as *Cityplan '91 Background Report Number 12: Toronto Speaks*. In 1989 and 1990 we have held countless informal and formal public meetings with different interest groups, agencies, residents associations and those with no residence. We have held public meetings in English, Portuguese, Chinese, French and Spanish. Focus groups were organized to listen to Central Area workers and their concerns. Various interest groups presented formal submissions on what they wanted to see in the new Plan and all of these were compiled and published as *Cityplan '91 Background Report Numbers 3 and 4: A Compendium of Views*.

The Kidsviews and Youthviews programs brought the debate on the future of the City into the primary and secondary schools of the City with the cooperation of Toronto's Boards of Education. Regardless of whether one looked at the thousands of returned questionnaires, the agendas of the high school students or the report of Council's appointed Task Force — the concerns people wanted to see addressed in the Plan review were remarkably consistent: improving the quality of the natural environment; dealing with traffic congestion; improving public transit; providing affordable housing; creating more parks and open spaces; emphasizing the massing, scale, height and design quality of buildings rather than abstract density numbers.

3.1.5
The Central Area

While the subject of this Proposals Report is not only the Central Area, and many of the policies in this report speak to issues of City-wide significance, the Central Area as a "place" exists for most Torontonians, even if that place does not always correspond to the prescribed planning boundaries. As noted in *The Toronto Guide – The City, Metro, The Region*, by Edward Relph:

"The central area is a powerful focus of attention, it has the highest intensity of urban activities, it is where money is invested and made, sometimes earned, thoroughly processed and generously spent. Here are the seats of authority, and the towers of power, the SkyDome, Maple Leaf Gardens, the major hotels, Harbourfront, hookers, the homeless, hostels, the Eaton Centre, middle-class street gangs and pickpocket scams, the World's Biggest Bookstore, the World's Largest Brewpub (so the Rotterdam on King West claims), the best public art, the Art Gallery of Ontario, the Ontario Provincial Legislature, hospitals doing heart and lung transplants, the Harvard of the North (a nickname for the University of Toronto), the CBC, City TV, the clubs, the parades and the conference centres."

The most consistent aspect of the Central Area is diversity and change. In 10 minutes, one can bicycle from the City's Waterfront, through the towers of glass and granite that form the Bay Street canyon, along a retail street reminiscent of a low-rise Kowloon, through an ethnic polyglot market where patty shops sit next to pessimistic looking lobsters and fish (the rabbits and chickens of yesteryear having been chased away), past the solid buildings and expansive lawns of academe, and across the quiet bay-and-gable residential landscapes of the Annex.

The Central Area as a planning area will also continue to exist in the City's Official Plan. Even though much of the Area will not immediately be affected by the specific land use policy changes proposed in this report, its diversity, intensity and special character are deserving of special note.

Working in the Central Area

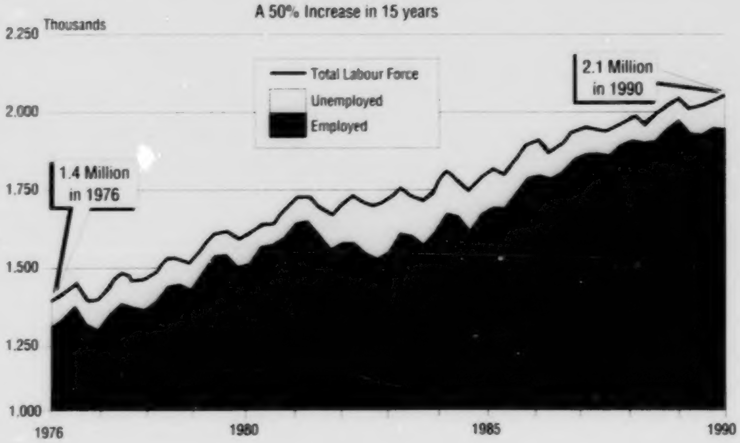
In 1989, over half a million people worked in the City of Toronto, with over 435,000 people working in the City's Central Area. Toronto's Central Area is the primary employment centre for the entire Toronto Region. Just under a quarter of the regional labour force worked in the Central Area in 1989. And to a large extent, the economic activities of the Central Area serve as the focus and driving force behind the nation's economy.

Economic activity in the Toronto Region has blossomed since 1976, with the labour force growing by over half a million, from 1.4 million in 1976 to 2.1 million in 1990 – an increase of 50 percent. (See Figure 3.1) A steadily increasing share of this regional employment growth has taken place in other parts of Metropolitan Toronto, and more recently, in the areas surrounding Metro. Nevertheless, the number of people working in Toronto's Central Area continues to grow at a substantial pace.

Projections of Central Area employment prepared by planning staff as part of a Metro-wide planning exercise suggest that the number of people working in the Central Area will grow by 28 percent to 557,000 by 2001. (See Figure 3.2) This represents an average annual rate of employment

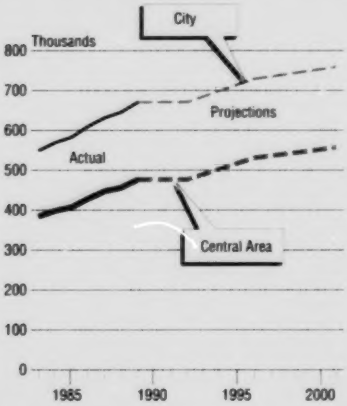
Figure 3.1

Growth in Labour Force Toronto Census Metropolitan Area 1976–1990



Source: Labour Force Survey

Figure 3.2
Projected Growth in Employment Toronto and Central Area 1983–2001



Source: Metro Employment Survey and City of Toronto Planning and Development Department

growth of 1.85 percent over the 1991-2001 period. Office employment is projected to account for over half of the increase, while substantial growth is also anticipated in the service and institutional sectors.

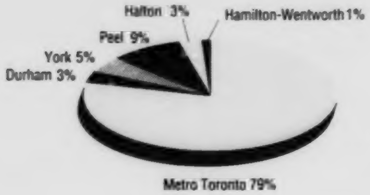
Given the Central Area's importance to the regional and national economies, the Official Plan must ensure that the economic health of the Central Area is maintained, while other civic goals are met. Growth is acceptable and desirable, but only if it enhances the environment of the Central Area and the Region as a whole. The travel demands generated by additional employment growth within the Central Area must be met by making improvements, both quantitative and qualitative, to the transit system serving the Central Core, as well as by substantially increasing the size of the residential population living in or near the Central Area. As workplace to nearly half a million Torontonians, the Central Area must also become a more comfortable, exciting and stimulating place to work, and the new Plan must include policies to accomplish this.

Living in the Central Area

The estimated 1989 population of Toronto's Central Area was 145,000, up sharply from the 113,000 recorded in 1976. It is, therefore, one of the fastest growing residential communities in the entire Toronto Region.

Promoting housing in the Central Area was a key thrust of the 1976 Plan, which set a 10-year target of 30,000 housing units for the Central Area, half of which were to be for social housing. New residential construction has increased the Central Area's population by more than 30,000 since 1976. The success of many of the housing initiatives of the 1976 Plan showed that the Central Area is a desirable place to live. New residential communities and mixed commercial-residential developments have drawn people closer to jobs and cultural attractions; have reduced the need for long distance commuting by car or transit; and have injected "round the clock" vitality into the central business district, which had threatened to become virtually deserted during the non-work hours of the day.

Figure 3.3
Where People Who Work in the Central Area Live



Source: Transportation Tomorrow Survey, 1986

Getting Into the Central Area

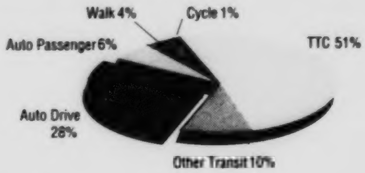
People visit the Central Area for all sorts of reasons: to catch a ball game at the SkyDome; to shop at the boutiques and the discount stores; to visit friends and family; and so on. Traffic engineers and planners, however, pay most attention to how people journey to work: when they travel, how they travel, and where they go. It is the journey to work that creates the "peak traffic situation" that tests the limits of the "system" and indicates when adjustments need to be made. Because the Central Area contains the highest concentration of employment in the Toronto Region, it also represents the destination of the highest number of travellers within the Region, and presents the greatest challenge to transportation planners.

The 1986 *Transportation Tomorrow Survey*, or the TTS, studied travel patterns throughout the Greater Toronto Area during the morning rush hours of 6 a.m. to 9 a.m. As Figure 3.3 shows, fully 79 percent of the 255,000 work trips made to the Central Area during this time began in Metropolitan Toronto, with the remaining 21 percent of work-trips originating from the Regions of Halton, Peel, York, Durham, and Hamilton-Wentworth.

A majority of commuters to the Central Area, some 51 percent, agree that the TTC is "the better way" and regularly use transit rather than their cars to get to work. Another 10 percent of the commuters travel to the Central Area on other forms of transit, primarily GO Rail and bus. While this is a high level of transit ridership, 88,000 people, or 34 percent of all commuters, still drive their private automobiles to work. The remaining trips are made mostly by residents of the Central Area who walked or cycled to work. (See Figure 3.4)

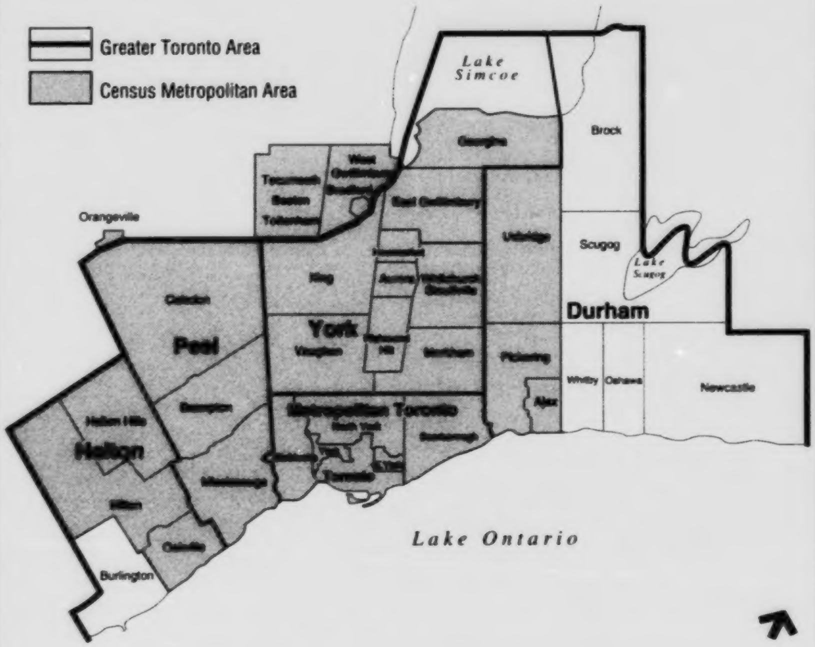
This report proposes various ways to increase Central Area workers' use of transit, bicycles, and walking to get to work. One major strategy is to provide more housing in the Central Area for the people who work there. And a second major strategy is to foster a more compact urban form throughout the Region, so that people can live near their jobs in outer areas, and not have to travel to the Central Area at all. Each of these strategies is discussed in greater detail in the next section, and elsewhere in this report.

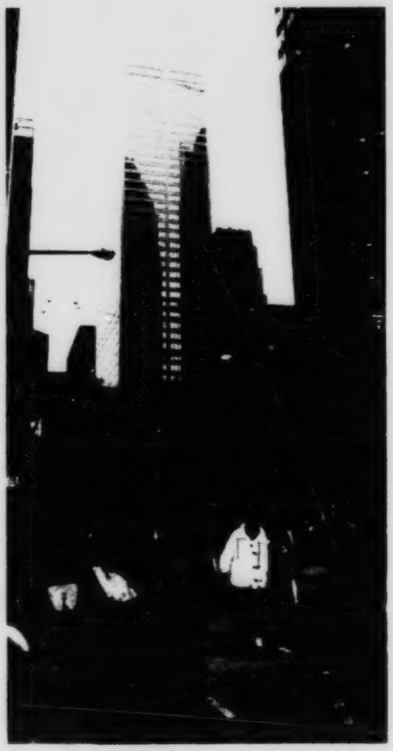
Figure 3.4
How People Travel to Work in the Central Area



Source: Transportation Tomorrow Survey, 1986

Map 3.1
The Greater Toronto Area/Census Metropolitan Area


Greater Toronto Area
Census Metropolitan Area
Lake Simcoe
Brock
Georgina
Tecumseth
Beeton
Tottenham
East Gwillimbury
Orangeville
Uxbridge
Scugog
Lake Scugog
King
Aurora
Caledon
Durham
York
Peel
Vaughan
Markham
Pickering
Whitby
Oshawa
Newcastle
Ajax
Brampton
Metropolitan Toronto
Halton Hills
Halton
Scarborough
Etobicoke
Toronto
Mississauga
Milton
Oakville
Burlington
Lake Ontario

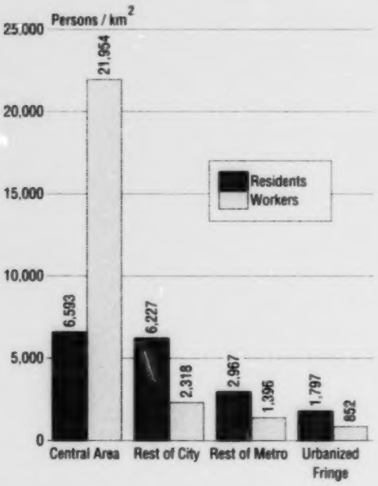


The number of people working in the Central Area will grow by 28 percent to 557,000 by the year 2001.

3.2
THE REGIONAL CONTEXT: TORONTO WITHIN THE GREATER TORONTO AREA REGION

3.2.1
Metropolitan Toronto and the Greater Toronto Area Region

Figure 3.5
Population and Employment Densities Greater Toronto Area 1986



Source: Greater Toronto Area Urban Structure Concepts Study Background Report #1 – IBI Group and 1986 Census Data

The City of Toronto lies at the heart of an extended urban region, which in 1986 housed 3.73 million people, who worked at 2.08 million jobs, spread over an area comprised of 5 613.71 square kilometres in the five regions of Halton, Peel, Metropolitan Toronto, York, and Durham. The City's municipal plan cannot be created in isolation from the economic and social forces shaping the natural and built environment in the Greater Toronto Area. In this Plan, therefore, we attempt to recognize regional trends; point out environmentally-sound ways to accommodate regional growth; and shape the City's future role within the Region in such a way as to encourage this ecologically-desirable pattern of growth.

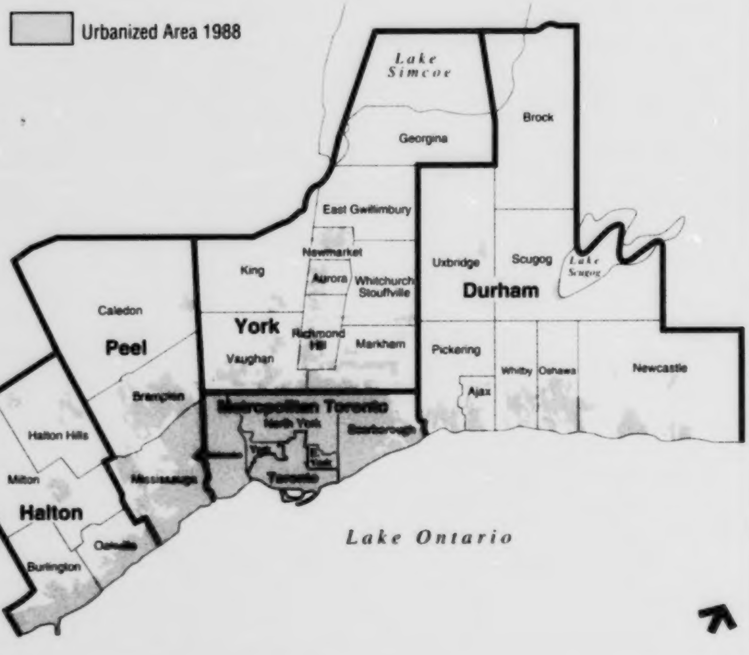
The Municipality of Metropolitan Toronto was created by the Province in 1953 as urban growth pushed beyond the City's boundaries, and today consists of six local area municipalities: Toronto, North York, Scarborough, Etobicoke, York and East York, which spread over a total of 630.09 square kilometres. In 1986 Metro Toronto had a population of 2.2 million people and an employment base of 1.35 million jobs. By comparison, the City of Toronto had a 1986 population base of 612,000 and an employment base of 605,000, and spread over an area of 97.15 square kilometres. And the Central Area had a 1986 population base of 127,000 and an employment base of 425,000, and spread over an area of 19.34 square kilometres. Population and employment densities for these areas are shown on Figure 3.5.

Metropolitan Toronto formally adopted its own Official Plan, known as Metroplan, in 1980, and the City's Official Plan is legally required to be in general accordance with this regional Plan. Metroplan, a more generalized document than the City's Official Plan, is currently under review and there has been considerable consultation between the staffs working on the City and Metro plans, since it is clear that both the City and Metro are grappling with many of the same issues.

Just as growth in the economy and labour force in the 1950s and 1960s led to the urban development of our suburban municipalities and the creation of the Metropolitan Region, the sprawling urbanized area known as the Greater Toronto Area is a by-product of the economic growth of the 1970s and 1980s. Since the recession of 1981-1982, the regional economy has shown such dynamic growth that the Greater Toronto Area became one of the fastest growing regions in North America. Between 1976 and 1986 the population in the Greater Toronto Area increased by 17 percent and the number of households grew by 27 percent. The labour force also rose by 36 percent in this period as a result of in-migration, the entrance of the "baby boom" generation into the labour markets, and an increased participation by women in the labour force.

Unfortunately, most of the development to accommodate this regional growth has taken place in the form of low density, automobile-dependant "urban sprawl" – the most inefficient urban form in terms of energy, transportation and land use. It also represents the most harmful pattern in terms of air pollution, global warming, and the destruction of greenland and farmland. If we are to address sprawl, and all evidence suggests that we must, then we must also develop better methods of understanding "growth": what forces stimulate or inhibit growth, and what forces shape the particular physical patterns generated by growth in a particular area. Unfortunately, all of our current projections of future population growth are fraught with uncertainties, as we weigh the effects of factors such as: the current recession, the inflationary effects of the Goods and Services Tax (GST), further Free Trade discussions, the completed integration of the "baby boom" generation into the labour force, and continued high levels of immigrant settlement in the Toronto Region. Whatever the analytical uncertainties, however, we do know that there will be growth and we will have to make some hard decisions about how best to accommodate it.

Map 3.2
Urbanized Portions of the Greater Toronto Area


▨ Urbanized Area 1988
Lake Simcoe
Brock
Georgina
East Gwillimbury
Newmarket
King
Aurora
Whitchurch Stouffville
Uxbridge
Scugog
Lake Scugog
Durham
Caledon
York
Richmond Hill
Markham
Pickering
Peel
Vaughan
Whitby
Oshawa
Newcastle
Ajax
Brampton
Metropolitan Toronto
North York
Scarborough
Halton Hills
York
E. York
Mississauga
Toronto
Milton
Halton
Oakville
Burlington
Lake Ontario

In order to begin discussion about the future of the Toronto urban region, the Province has created the Greater Toronto Co-ordinating Committee, which is composed of municipal officials from the five regions and the various local municipalities in the Greater Toronto Area. To provide staff for this Committee, the Province created the Office of the Greater Toronto Area, which has a mandate to help governments in the Area develop a consensus on what the Greater Toronto Area should look like 30 years from now. As a way of stimulating that debate, consultants were hired to prepare the *Greater Toronto Area Urban Structure Concepts Study*, which discusses three different possible forms of future urban growth.

Two other reports by senior governments were released in 1990, which contribute to the debate over what form our Region should take. They are *Options for a Greater Toronto Greenlands Strategy*, prepared by Ron Kanter, MPP for the Premier's office, and published by the Ministry of Natural Resources, which stressed the need to preserve greenlands within the Region; and the *Watershed* report by the Federal-Provincial Royal Commission on the Future of the Toronto Waterfront, which advocated adopting an "ecosystem approach" to future planning and development of the Region. The prophetically-named *Watershed* report, therefore, emphasizes the importance of environmental objectives in the way we live with and transform the lands in our watershed area. This report was endorsed by Toronto City Council.

The City of Toronto Planning and Development Department has published *Cityplan '91 Background Paper Number 13: The City in The Region*, which reviews in detail the major regional development issues, and puts forward "City" positions on growth in the Region, which were adopted by Toronto City Council in December 1990.

3.2.2
Urban Sprawl and the Need to Rethink the Way We Grow

Most of the development to accommodate regional growth in the past 20 years has taken the form of low density, automobile dependent urban sprawl.

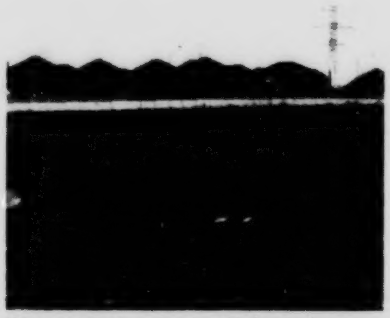
The remarkable level of growth within the Greater Toronto Area in the past 20 years has mainly taken the form of land-intensive, automobile-dependent development: suburban residential developments composed mostly of single-family, detached homes; and low-rise suburban office complexes and industrial parks. These trends have led to the further loss of greenlands and farmland both within and beyond the Greater Toronto Area. For example, the growing job market in Mississauga is within commuting distance of Guelph and Kitchener-Waterloo, and the office parks of Markham are accessible to people living in the new suburbs of Barrie. Indeed, in the search for affordable housing, many people who work within Metro have had to move far away. As a result of the way the Greater Toronto Area, like other North American urban areas, has been built, valuable foodlands and natural areas have been lost; the per unit cost of servicing land and developing housing has increased; and because of the reliance on cars, more energy has been consumed and more air pollution has been released than is either necessary or healthy.

Low density residential sprawl consumes a great deal of land and therefore creates the highest per unit land costs. In a housing market where demand for limited developable land has already helped to push the cost of home ownership beyond the reach of a majority of the Region's tenants, this form of development will only perpetuate current difficulties and inequities. Sprawl is also the costliest form of settlement, on a per capita basis, to provide with water, sewers, roads, transportation, garbage collection, schools and other urban services. Again, the final cost of housing is jacked up.

Not only does sprawl result in high housing costs and high costs for servicing land, it also eats up high quality farmland. In particular, poorly-controlled sprawl into the agriculture hinterlands, much of it good potential farmland, reduces the local supply of fresh foods. This leads to reliance on more costly imported foods which are transported over long distances, thus also generating higher environmental costs as well as economic costs.

There is also a direct and quantifiable relationship between the density of urban development, and the use of automobiles which contribute to air pollution and global warming. When we build low density sprawling suburbs, we build in dependence on automobiles. At these low densities, efficient public transit cannot be operated without considerable financial subsidy, and the long distances and lack of sidewalks discourage walking. If the urban form does not permit an efficient and affordable transit service to be operated, residents and workers almost inevitably become dependent on the private automobile. Major European cities with only slightly higher densities than Metro Toronto (like Frankfurt, Stockholm and Paris), but with good transit and compact urban forms, consume half as much gasoline per capita and are far less dependent on their cars than Metro Toronto residents. On the other hand, major American cities with less than half of the population density of Metropolitan Toronto (like San Francisco and Chicago) have considerably higher rates of gasoline consumption per capita and much greater reliance upon automobile travel than Metro.

The gasoline we burn in motor vehicles is the primary source of air pollutants (such as nitrogen oxides, carbon monoxide, and hydrocarbons) in Metro Toronto, and is estimated to account for over one-quarter of all carbon dioxide emissions. Nitrogen oxides and hydrocarbons combine to form ground level ozone, which can create significant respiratory problems for people with chronic conditions like asthma or bronchitis. Nitrous oxides and carbon dioxides are local contributors to the global warming process. And it has been estimated that, on average, each gallon of gasoline burned results in the release of about nine kilograms of carbon dioxide into the atmosphere.


Urban sprawl eats up irreplaceable farmland and natural areas.

Other "quality of life" issues are also associated with urban sprawl. For several decades the detached, single-family suburban home was part of the "Canadian Dream". But the high price of housing in Metropolitan Toronto has compelled many people to live near the fringes of the Region, at a great distance from job opportunities, forcing them to spend several hours each day commuting to work. Rather than spending time with their families enjoying the coveted "suburban lifestyle", they spend many frustrated hours on jammed highways. The predominance of low density sprawl has drastically limited the housing and lifestyle choices for many other people. Many individuals and couples who work in outlying areas of the Region neither need nor want a detached home or townhouse, but cannot find other kinds of housing near their jobs. Finally, not everyone wants to drive or to buy an expensive car. But people who live in outlying areas, where transit is poor, have no choice but to make a major investment in a car.

The Region already has a tremendous stock of relatively new detached and semi-detached homes and townhouses. Residential intensification, which would result in higher densities in

Where we build sprawling low density communities, we build in auto-dependence, air pollution and commuting on jammed highways.

medium-rise developments within the already urbanized areas throughout the Greater Toronto Region, would provide housing choices for people from a broader range of household types, incomes and life circumstances. For example, while detached and semi-detached homes and town-houses may be preferred by some families with small children, they do not seem to be appropriate for many seniors, who either cannot drive or cannot afford a car; or for single persons or childless couples, who need less space; or for low-income, single parents, who cannot afford the cost of a larger home.

Finally, urban sprawl ravages not only our irreplaceable farmland, but also our precious natural areas and our ecologically-rich wetlands. The Province's *Greater Toronto Area Greenlands Strategy* documented the devastating losses inflicted on nature by unfettered urban sprawl. Consequently it, too, stressed the need for more intensive and compact forms of urban development which, among other things, would preserve the Region's ecological heritage.

3.2.3
Past Efforts to Curb Sprawl in the Greater Toronto Area

The harmful effects of urban sprawl have long been recognized and the Province has made several well-intentioned attempts to change the direction and form of growth in the Greater Toronto Area over the years. These have included: the Metro Toronto and Region Transportation Planning Study (MTARTS), the Toronto-Centred Region Plan (TCR), the Parkway Belt Plan, and the Central Ontario Lakeshore Urban Task Force. These efforts have generally failed. Not only have they aroused considerable local political opposition, but they have also been contradicted by the Province's own actions, notably its strategies for the delivery of the hard services that precede and promote development.

The Provincial government has the power to control the direction, extent and timing of hard-service expansion, and has the ultimate say in land use planning decisions. But a myriad of Provincial ministries and agencies are involved in the urbanization process. While planning exercises like the Toronto-Centred Region Plan recognized the need to steer growth east of Metro, other Provincial agencies were providing the water, sewers and roads that permitted growth to proceed north and west of Metro.

Moreover, the five regional governments in the Greater Toronto Area have traditionally failed to agree about the amount, location, and density of growth. And in many newly developing areas, considerable opposition has arisen to any development that includes something other than low density, single-family dwellings in a suburban setting. Both the local and regional municipalities, and the Province have been sensitive to this sentiment. As a result, coordinated planning for the Region has been more or less stymied.

The City of Toronto prefers a coordinated, environmentally-based approach that would promote more intensified development patterns throughout the existing urbanized area. Toronto City Council, therefore, has proposed that the City do its part by making residential intensification a cornerstone of Cityplan '91, and by emphasizing a form of local and regional growth that is serviced by public transit, bicycle and pedestrian transportation, rather than the automobile.

3.3
DIRECTIONS FOR REGIONAL PLANNING

3.3.1
The Intensification of Urban Development and Protection of Greenlands in the Greater Toronto Area

Recommended Official Plan Policy

1 It is Council's goal to promote an environmentally-sensitive approach to development throughout the Greater Toronto Area to reduce the rate of urban development of agricultural lands and natural areas, curb urban sprawl and make better use of municipal infrastructure. To this end, and where it is appropriate as set out in this Plan, it is Council's policy to promote more intensive development of the existing urban fabric.

Explanation

On December 10, 1990 Toronto City Council debated and adopted the recommendations of *Cityplan '91 Background Report 13: The City in the Region*. Council thereby committed itself to participating in a cooperative regional planning exercise involving all levels of government in the Region. Council specified that this regional planning exercise should emphasize the importance of regional environmental concerns and that the future urban structure of the Region should be based upon the principle of intensification of the existing urban fabric. City Council also requested the Province to consider adopting minimum residential densities in those areas of the urban fringe that are expected to be developed in the near future. Finally, Council urged the Province to adopt measures to limit the development of office space in dispersed locations which do not have good transit service. These types of policies are critical if the environment and the quality of life are to be improved not only in the Region, but also in the City and in the Central Area.

The Central Area of Toronto will continue to grow economically. How additional workers are housed and how they travel to the Central Area regardless of whether they live downtown or elsewhere in the Region, are critical questions for the City of Toronto.

Intensification does not imply high-rise development or even high density development. For example, if just the lands lining our major arterial roads in the Region, which are now built to only one- or two-stories with extensive surface parking areas, were redeveloped to create medium-rise residential structures, the housing stock in our existing built-up areas would increase greatly. Intensification does, however, imply the following:

- High quality new neighbourhoods could be created with a mixture of different types of housing, at densities which can support a full range of urban services. Nodes with a mix of housing and employment activities would give people a chance to live near their work.

- Farmland and open space outside of the built-up urban area would be preserved.

- Costly infrastructure to the far reaches of the GTA would not be necessary, since more efficient use would be made of the existing infrastructure.

- More employment opportunities would be provided for the growing populations in suburban parts of Metro and the surrounding regions. These, in turn, would generate more property assessment and higher tax revenues.

Perhaps the biggest impact of greater intensification in the Region would be on the transportation system. For this reason, on December 10, 1990, Council adopted several basic guidelines for transportation planning in the GTA, which include:

- Establishing minimum densities for newly developing suburban areas, to support transportation efficiency;

- Providing both jobs and housing in defined development nodes;

- Encouraging transit use throughout the Region; and

- Supporting integrated transit services in the Region, through a mechanism such as a "transit union", which would encourage all the transit authorities in the Region to integrate their fare structures and cooperate in future transit planning.

Council has also reviewed and endorsed the recommendations of the reports on *Options for a Greater Toronto Greenlands Strategy* and *Watershed,* the interim report of the Royal Commission on the Future of the Toronto Waterfront. Taken together, these reports set out a cogent and valuable program for the preservation and regeneration of the natural areas and major open spaces within the Greater Toronto Area. We have made every attempt to incorporate the principles of these reports in the Cityplan '91 policy proposals for the environment, urban physical structure, and parks and open spaces. For example, we propose controls to protect the natural areas of the City of Toronto, which could form part of the regional greenlands system envisioned in the Provincial Greenlands Recommendations. And we propose that the Toronto Waterfront be integrated into the regional waterfront trail proposed by the Royal Commission on the Future of the Toronto Waterfront.

Toronto City Council has also requested the Provincial Office of the Greater Toronto Area to include the following studies, as part of their work on the development of a coordinated plan for the Greater Toronto Area:

- Improving transit access to the airport, and using existing rail corridors for rapid transit purposes;

- Examining locations for potential mixed-use nodes of development, and establishing minimum densities for them on the basis of urban design studies;

- Assessing the consequences of continued automobile-dependent growth patterns;

- Doing a comprehensive financial impact analysis of various growth options;

- Mapping ownership patterns of remaining undeveloped suburban lands, currently vacant or in agricultural use, to see what an "urban containment" policy would entail; and

- Developing a comprehensive "housing needs assessment" for the Greater Toronto Area and a "fair share allocation" procedure, to ensure that low- and moderate-income households throughout the Region have equal access to affordable housing options.

3.3.2
Doing Our Share: Residential Intensification in the City of Toronto

Recommended Official Plan Policy

2 It is Council's goal to plan for balanced growth. To this end, it is Council's policy to plan for an overall population level of at least 725,000 within the City of Toronto by the year 2011.

Explanation

Cityplan '91 is very much a plan for the intensification of the residential character of the City. We are proposing that Council adopt a long-term population target of 725,000, so that other municipalities across the Greater Toronto Area have an idea of how Toronto can contribute to curbing sprawl. Our aim is to balance the anticipated growth in job opportunities with an increase in the resident labour force, thereby reducing the growth in long-distance commuting.

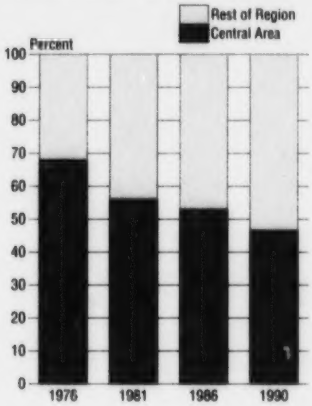
Opportunities exist for the construction of a significant amount of housing within the Central Area, so we propose ambitious-but-achievable housing targets elsewhere in this report. (See Chapter 7.2) These targets are based on an analysis of land that could be made available for housing at moderate densities that, for the most part, would be like those in the St. Lawrence neighbourhood. We are also encouraging the redevelopment of stretches of our arterial "Main Streets", in order to provide more housing opportunities within existing neighbourhoods. Our guiding principle in identifying these targets is to create neighbourhoods with good quality buildings, open space, and community services. In other words, our objective is to create communities, not just housing.

The Metropolitan Toronto Council has also adopted an intensification policy, which assigns housing production targets to each of the six area municipalities for the next 20 years. The City of Toronto has been assigned a target of 100,000 new housing units to be built by the year 2011 – a target that will be very difficult to reach. Assuming medium-densities such as those found in the St. Lawrence neighbourhood, City staff research has identified lands where a maximum of 85,000 units of housing could be built over the next 20 years. We have not been able to find land where additional housing could be built. The 85,000 unit figure is based on an analysis of the supply of available land. It is not just an abstract target but a developable and achievable objective which would result in high quality living environments.

To reach the 100,000 unit target assigned by Metro, the City would have to rely, not only on the 85,000 units that could be built on developable land, but also on the successful implementation of the Main Streets Program, as well as on the development of isolated infill sites.

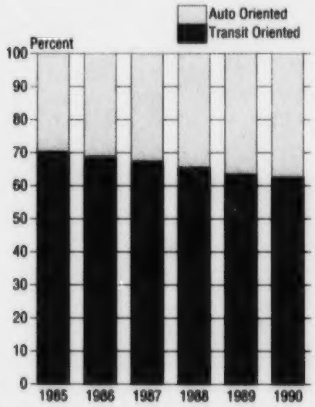
In 1986, the population of the City of Toronto was 612,000 and the estimated 1990 population is 626,000. By building 85,000 additional housing units in the future, a population target of 725,000 persons by 2011 would be achievable with minimal disruption to existing residential communities and would avoid the need to transform stable industrial areas into housing. With appropriate adjustments to the municipal infrastructure, including parks and community services, this population growth could also be serviced properly. After all, the target for 2011 is only 13,000 persons more than the City's peak 1971 census population of 712,000. And it is worth remembering that the Central Area alone added over 30,000 residents between 1976 and 1989, thus dramatically reversing the population decline in that Area. Given this recent track record, the City should be able to reach the goal of 725,000 over the next 20 years.

Figure 3.6
Share of Office Space Toronto Region 1976–1990



Source: Royal LePage Ltd.

Figure 3.7
Transportation Orientation of Office Space Toronto Region 1985–1990



Source: Royal LePage Ltd.

3.3.3
Limiting Commercial Growth to Transit-Oriented Centres in the Greater Toronto Area

Recommended Official Plan Policy

3 Council reaffirms the unique role of the Central Area's Financial District in the regional, provincial and national economies, particularly in the financial services sector. At the same time, it is Council's policy to support the appropriate intensification of commercial development throughout the Greater Toronto Area in nodes and centres which are well-served by public transit.

Explanation

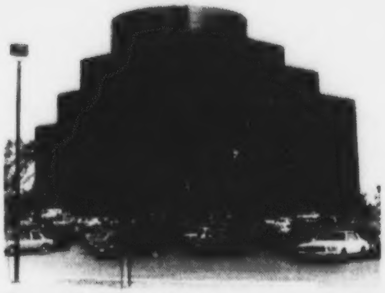
The Central Area's supply of office space has continued to grow, but more slowly than the supply of office space in other parts of the Region. The percentage of the regional office space supply located in the Central Area (where most of the City's office space and employment is located) has decreased from 68 percent in 1976, the year of the Central Area Plan, to 46.6 percent by the end of 1990. Although there was a 62 percent increase in office floor space over the 1976 base level in the Central Area by 1988, there was a corresponding 133 percent increase in total office space in the overall Region. (See Figure 3.6) The Central Area, however, is still the preferred location for offices housing banking, financial services, corporate law firms, corporate front offices, and others who require a central location.

We recommend in this policy statement that growth continue in the Central Area, but that it be concentrated in established Office Districts (such as the Financial District and its extension into the Railway Lands) that are already well-served by public transit. At the same time, we recommend that the City continue to support the deconcentration of office functions, throughout the Greater Toronto Region, into "nodes" or "centres" which are also currently well-served by transit. The North York City Centre and the Scarborough Town Centre are two excellent examples of this type of growth. Despite the obvious success of these transit-oriented office centres, during the past 15 years there has been more office growth in office parks and in dispersed suburban locations that are heavily dependent on the automobile than in transit-oriented locations. As Figure 3.7 shows, at the end of 1990, 37.4 percent of the Regional office supply was located in automobile-dependent office parks and dispersed locations throughout the Region. This trend has to be stopped.

It is simply not enough to build residential communities at densities that can support good transit, if we also continue to build our employment areas in forms and locations that are not well-served by transit. People would still have no option but to drive to work. To avoid this, Cityplan '91 policies presented in this report discourage new office areas that are not fully transit-oriented, and give support to transit improvements that will nourish the growth of the existing regional office centres in a concentrated, transit-oriented form.

3.4
THE ENVIRONMENTAL CHALLENGE

Urban sprawl is a major problem in the Greater Toronto Area. The City of Toronto does not appear to be part of the problem, given the densities of our inner-City neighbourhoods, the existence of employment nodes throughout the City, and our pro-transit policies. However, the task of amending the City of Toronto Official Plan offers an excellent opportunity for us to be a part of the solution. This Proposals Report recommends ecologically-sound policies to promote and protect the natural environment, to minimize pollution and energy consumption, and to encourage responsible stewardship of land resources. The Cityplan '91 policy proposals also focus on ways to create a better fit between employment and housing opportunities, and to create a City that is attractive to residents, workers, and employers alike.


More office growth has taken place in auto-dependent office parks and dispersed locations than in transit-oriented locations over the past 15 years.

4
Environmental Policies

"Think globally and act locally."

Environmental Maxim

"Water that is unsafe to swim in ... fish that cannot be eaten ... air that is dangerous to breathe, is this the environmental legacy our children will inherit?

Cityplan '91 Task Force

Greatly heightened concern about the quality of our natural environment is perhaps the single most important change in social values to occur since City Council passed the Central Area Plan in 1976. This concern has been evident at every stage in the Cityplan '91 process and has been expressed by citizens of all ages and backgrounds.

The City itself may have only limited powers to respond to the environmental demands made by an aroused public, but it can make effective advances toward a green future. It can, and should, use every power at its disposal (such as the land use planning function highlighted here) to make environmental strides. It can, and should, lead by example, making sure that its own buildings are energy-efficient, its own waste products are reduced, recycled and reused, and so on. It can, and should, continue to inform, educate, and be educated by, its citizens on matters concerning the environment. It can, and should, act as an environmental advocate in its dealings with senior levels of government. The time is long past when anyone – including City policy-makers – can sit back and wait for someone else to act. The City must do the best it can with what it has now.

Environmental issues, of course, cut across many topics to be included in the Official Plan and will also be discussed, where appropriate, in other chapters. Here we present general policies dealing with such issues as air and water pollution, soil contamination, conservation and energy efficiency, waste management and ecosystem protection.

4.1
SUMMARY

For the first time, the City of Toronto will include in its Official Plan for the City a comprehensive set of policies dealing with environmental planning. In particular, the Plan will:

i) Establish a set of Environmental Principles to guide the development of specific environmental planning policies and all the policies within the new Official Plan.

ii) Establish a set of Environmental Policies which include specific goals and objectives to:
- reduce air pollution and improve ambient air quality;
- improve water quality and promote water conservation;
- reduce waste and improve waste management;
- improve energy efficiency;
- protect against natural hazards, like floods;
- control remediation, use and disposal of contaminated soil;
- reduce noise and vibration; and
- improve levels of human comfort within the public realm, especially on streets and in open spaces.

iii) Establish policies to enhance and protect Natural Areas and to prohibit any development in Environmentally Sensitive Areas.

iv) Establish Environmental Performance Standards for new development, including standards related to:
- vehicle reduction;
- contaminant and pollutant emission reduction;
- waste management;
- energy conservation;
- storm water management;
- water conservation;
- noise minimization;
- pedestrian comfort (e.g., sunlight and wind standards);
- environmental management of construction and demolition;
- remediation, use and disposal of contaminated soil; and
- flood management and control.

v) Establish policies to promote the voluntary adoption of similar green and healthy initiatives on a continuing basis in already developed areas.

vi) Establish policies to monitor the progress toward achieving City Council's environmental goals and objectives.

4.2
BACKGROUND

4.2.1
Past and Present Policies

The present Official Plan for the City contains numerous references to environmental considerations and includes several specific environmental policies. Among these are policies dealing with Ravines, Parks, Environmental Resource Areas along the Central Waterfront, the compatibility of industrial uses with nearby residential uses, and the general quality of the urban environment, especially the pedestrian environment.

However, the present Plan reveals an incomplete patchwork of diverse references which is no longer an adequate approach to environmental planning. This is not surprising. After all, some major portions of the current Plan are now more than 20 years old, having been fashioned for the 1969 Plan. Other sections were included during the last major revision to the Plan in 1976, before concern for the environment became a major focus of public policy analysis and development at the municipal level. What the existing Plan lacks, therefore, is a comprehensive, coherent framework that clearly sets out City Council's agenda for creating a healthy urban environment and environmentally-appropriate development.

The deficiencies evident in the existing plan, however, have not entirely prevented City Council from embarking on a number of major environmental initiatives in recent years. For example, Council has established the Special Advisory Committee on the Environment. It has set up the Environmental Protection Office, the Healthy City Office, and the Energy Efficiency Office. And it has declared "War on Pollution From Automobiles, Buses and Trucks".

With public awareness of the need for these and other environmental initiatives running high, and often ahead of the public policy-making process, the Cityplan '91 process has offered an excellent opportunity to develop the clear, comprehensive strategy for addressing environmental issues that Toronto needs and Torontonians are demanding.

4.2.2
Current Issues and Concerns

Concern for the environment was expressed frequently, often passionately, during the entire Cityplan '91 process by groups and individuals of all ages and backgrounds, from school children to senior citizens, from business groups to ratepayer groups, from ordinary citizens to environmental specialists. The message is clear: act now for a greener tomorrow. Act at the national level. Act at the provincial level. Act at the regional level. And act at the local level.

In response to this public outpouring of support for environmental action, the Cityplan '91 Task Force stated its wish to "see environmental concerns placed squarely at the heart of both development policies and the day-to-day actions of City Hall". The Task Force identified four areas where City Council should take specific actions (including amending the Official Plan), in order to create a better environment:

i) reduce unwanted pollution in the natural environment;

ii) minimize the production of waste;

iii) encourage energy efficiency and conservation; and

iv) establish an ongoing system of environmental and ecological review of development.

These specific recommendations were taken as a starting point from which to expand and to develop the policies proposed below. Indeed, the Task Force's environmental goals and objectives are regarded as an excellent measure of overall public concern for the environment and reflect the growing demand for decisive government intervention.

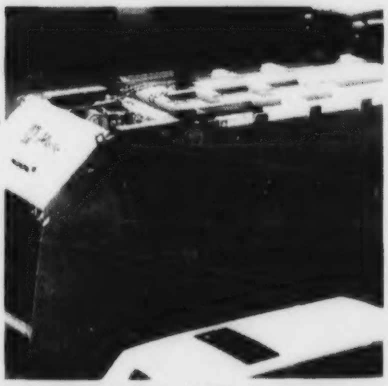
In response to the Task Force's call for action, which was endorsed by City Council in August 1990, this Proposals Report outlines specifically how the Official Plan can and should be amended to help the City and its citizens move toward a cleaner, greener, more environmentally-sustainable future.

The Official Plan offers an opportunity to clearly articulate the kind of future and City we want to see for ourselves and our children. More importantly, it offers an opportunity to integrate global concerns for our common future with local goals and objectives.

In addition, *Cityplan '91 Background Report No. 9: Environmental Planning, Issues and Concerns in the City of Toronto* attempts to provide a simplified scientific background to assist readers in understanding the nature, cause and significance of environmental problems. It provides a foundation for the policy proposals put forward in this chapter.

Further, the Official Plan gives the City the opportunity to plan for and encourage positive socio-economic change that supports the ecological and environmental systems that the people of the City of Toronto are dependent on. This is the essence of an environmentally-sustainable community. To attain it requires integrated environmental and economic policy, sound planning practice, and social learning processes. The dynamic urban ecosystem, including both its natural and artificial components, and the movement of matter and energy among the components have to be fully understood before change, and the likely impact of such change, can be sanctioned. This, in the language of the present, is the "ecosystem approach to planning". It is an approach that has always constituted a part of sound planning practice, but it is a part which must now take a leading role. Adopting the ecosystem approach to help assess the underlying reality before planning issues are resolved permits better planning decisions to be taken. In the final analysis, however, the political viability of realizing a sustainable environment depends on the full support of the people it affects through their governments, their social institutions, and their private activities.

Bearing in mind the jurisdictional limitations which hamper municipal environmental action at almost every turn, this report also makes proposals for legislative changes that would expand the City's scope of action, as well as suggestions for actions that should more appropriately be taken by senior levels of government responsible for a larger geographic area. As the Task Force and the public have indicated: the battle for a better environment must be fought on all fronts, from local to global. The time is long past when local government can sit back and wait for action from on high.



Learning to live with less landfill – the recycling imperative.

Five major components make up the new Environmental Planning policy section to be inserted into the new Plan. The first component sets out four General Environmental Principles, which provide an introduction to and foundation for the subsequent environmental planning policies and for other specific actions that City Council could take on matters related to the environment.

The second component of the environmental proposals section establishes General Goals and Objectives respecting a range of environmental issues. These include general goals, as well as specific and measurable objectives for improving the quality of the urban environment in both new developments and established neighbourhoods. The proposals recognize that in addition to further regulatory and program changes, significant environmental remediation will only come about with the voluntary cooperation of all the citizens of Toronto.

The third major component of the environmental proposals section seeks to protect the City's Natural Areas (such as the ravines, portions of the Waterfront and other ecologically sensitive areas) from adverse human activity.

The fourth component of the environmental proposals section outlines Environmental Performance Standards in 12 areas of concern, so that all new development within the City shall be as appropriate for the sustainability of the environment as possible. The voluntary adoption of similarly green and healthy environmental standards will also be promoted within the already established areas of the City. Finally, the environmental proposals section includes provisions for implementing the City's proposed policies, and for monitoring policy implementation.

4.3
DIRECTIONS

4.3.1
General Environmental Principles

Recommended Official Plan Policies

4 Council recognizes that Toronto's residents, workers, and visitors have the right to an environment that is protective of their health and well-being, and that Toronto's residents, workers, and visitors also have the responsibility to maintain the environment for future generations.

5 Council recognizes that certain activities within the City may have adverse ecological, environmental and public health impacts both within and beyond the City's boundaries. Accordingly, it is the policy of Council that the City and the citizens of Toronto seek to reduce the magnitude and frequency of such adverse environmental impacts on the City environment, the regional environment, and the global environment.

6 It is the policy of Council to:

i) protect and enhance **Natural Areas**;

ii) conserve natural resources so as to attain a sustainable environment; and

iii) evaluate and promote protection and conservation measures by an ecosystem approach to the planning process.

7 It is the policy of Council to promote such environmental standards which are, in its opinion, of the highest possible merit. Council recognizes that, while many of the acknowledged environmental issues and concerns of the present day should preferably be addressed by other levels of government, it is imperative in the absence of adequate policies and actions of senior levels of government that Council:

i) encourage the higher levels of government to put suitable policies, legislation, standards, and programs in place;

ii) address and attempt to rectify the issues and concerns to the fullest extent of its powers; and

iii) seek clarification and further powers from senior levels of government to define and reinforce the ability of the City of Toronto to address environmental issues and concerns.

Nature still reaches to the core of the City.

Explanation

City Council intends to conserve what resources and positive environmental features we have and to protect ourselves and our environment from future harm. The general principles set out above, together with the other policies presented in this Proposals Report, are designed to provide the City with direction in respect to the development and the implementation of all of its other environmental initiatives and programs.

These statements recognise and reflect the need to think globally and to act locally, and set out Council's commitment to using all of its available authority to ensure a better future for all of its citizens. At the same time that these statements were being prepared, a committee of senior staff at the City have been meeting to establish a "Toronto Declaration on the Environment". The principles and policies of this chapter correspond and conform to the declaration. The ecosystem approach, which is described earlier (see Section 4.2), represents an appropriate approach towards implementing the Environmental Declaration and the Principles described above.

Because the City has only limited powers to legislate environmental improvement, these principles underline the City's intention to prod upper levels of government into taking appropriate action themselves and also into granting the City the additional legislative powers it may need to implement its own environmental objectives.

4.3.2
Air Quality

Recommended Official Plan Policies

Ministry of Environment Air Quality Monitoring Station near Bay/College.

8 Council shall endeavour to improve air quality in the City of Toronto by taking appropriate action to reduce air pollution. In this regard, Council shall also endeavour to ensure that activities within and outside the City of Toronto do not have a negative impact on air quality.

9 Council shall take measures it considers appropriate and within its powers to encourage the reduction in the quantity of carbon based fuels used in any activity within the City including the operation of vehicles and buildings, and any activity that supports City life but which may occur outside the City. To help achieve this, Council:

i) adopts as its objective the reduction of carbon dioxide (CO_2) emissions from all sources within the City of Toronto by 20% of the 1991 levels by the year 2006;

ii) shall seek to improve the quality of emissions that result from burning carbon based fuels in vehicles, buildings or any other activity in the City;

iii) adopts as its objective the reduction of carbon monoxide (CO), hydrocarbon (HC), and oxides of nitrogen (NOx) emissions from vehicle exhausts, furnace flues and smokestacks by 20% of the 1991 levels by the year 2006, without an increase in other noxious emissions;

iv) adopts as its objective the reduction of sulphur dioxide (SO_2) and nitrogen dioxide (NO2) emissions by 25% of 1991 levels by the year 2006;

v) shall promote measures to reduce private automobile use within the City;

vi) shall promote the proper maintenance and use of cleaner combustion and cleaner exhaust systems in vehicles and heating systems of buildings within the City; and

vii) shall promote and facilitate the provision and use by residents, workers and visitors of alternate means of transportation such as public transit, including surface transit, cycling, and walking, and shall encourage such activity by, among other things, providing a pleasant pedestrian environment.

10 Council shall encourage the application of strict Provincial standards to new development in the City to ensure that Council's goals for air quality are met. Further, Council shall encourage and support the development of comprehensive, enforceable standards by the Province for indoor and outdoor air quality.

11 Council shall ensure that the City of Toronto "sets-the-example" and implements measures to make its vehicles and buildings and related functions as fuel efficient and pollution free as possible.

Explanation

The air we breathe is, obviously, central to our individual and collective well-being. Automobile exhaust, noxious industrial fumes, heat-release, and waste-management by-products, even building materials once considered "safe", all contribute to the air pollution problems mentioned so frequently during the Cityplan '91 process. Equally, we must be concerned about such problems as "global warming" and our local contribution to both the problem and its solution.

The power to regulate matters affecting air quality lies almost exclusively with senior levels of government. Setting automobile emission standards at the time of initial sale, for example, is a federal responsibility, though ensuring that such standards are adhered to during the operative life of a vehicle is a provincial responsibility. The City of Toronto, however, can neither afford to be complacent about air quality, nor to wait for other levels of government to act decisively. The City must be a leader in this area.

The proposed Official Plan policies regarding air quality reflect the City's concern with both local and global atmospheric environments and focus on five major areas where action is required:

i) the physical and chemical air pollution released and entrapped within the urban environment;

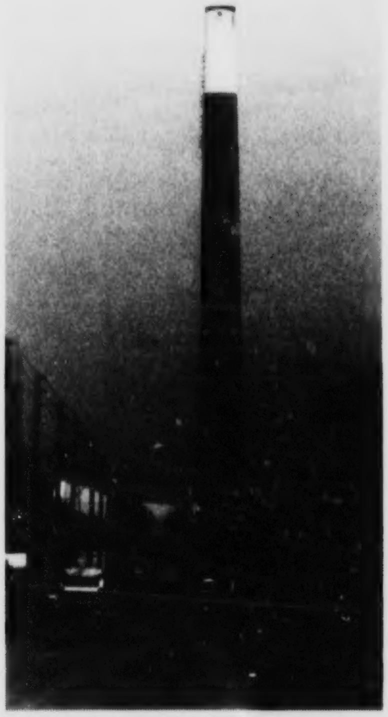
ii) the quantity and quality of emissions that emanate from burning fossil fuels;

iii) the developments and land uses that contribute to air pollution in the City;

iv) the City's setting an example with respect to its own vehicles, activities and buildings; and

v) the potential for indoor air quality problems, especially when implementing energy efficiency policies.

The reasons for setting specific targets in the Official Plan in respect to these policies for emission reduction are twofold. First, such targets provide tangible goals that are realistic and achievable to shoot for. Second, setting a target challenges others, both in the public and the private sectors, to take similar or additional ameliorative action. Such targets also provide a benchmark against which to measure progress toward achieving the goals. The targets themselves are



Public agencies must set the example in limiting emissions from the burning of fossil fuels.

mostly based on targets established elsewhere, both by City Council and by other organizations and agencies concerned with the environment.

Carbon dioxide is the "greenhouse gas" that contributes most to "global warming". The target to reduce carbon dioxide (CO_2) emissions by 20% by 2005, using 1988 as the base year, was previously established as a global target by the international conference on global warming – "The Changing Atmosphere: Implications for Global Security" – held in Toronto in June of 1988, and was subsequently endorsed as a goal for Toronto by City Council's Special Advisory Committee on the Environment. To ensure that this target corresponds to the review years of the Official Plan, it has been adjusted to reflect the base year of 1991 and a target date of 2006, a 15-year period.

The proposed target for the City is higher than the 10% target set earlier by the Ontario Round Table on Environment and Economy, because automotive emissions in the City should be more easily controllable than those in the remote, less densely settled, rural areas which had also to be considered by the Ontario Round Table. To stabilize the current global concentration of carbon dioxide, the target should probably be increased to 50% of the 1991 level by 2020.

The targets to reduce carbon monoxide (CO), hydrocarbon (HC), and oxides of nitrogen (NOx) emissions by 20% by 2006, using 1991 as the base year, address the need to reduce the adverse impacts to human health of permitted emissions, and represent a proposed Council initiative, as are the targets to reduce the acid precipitation encouraging gases of sulphur dioxide (SO_2) and nitrogen dioxide (NO_2) emissions by 25% by 2001, using 1991 as the base year.

The single greatest contributor to air pollution in the City, and in urban areas generally, is the internal combustion engine. In the City of Toronto it has been reported that automobiles produce 92% of the carbon monoxide, 55% of the hydrocarbons, and 35% of the oxides of nitrogen. Carbon monoxide is a toxic substance. The other two are the primary ingredients of urban smog. Consequently, the City has already declared "war" on pollution from automobiles, buses and trucks and has forwarded for evaluation a large number of resolutions dealing with ways to reduce this pollution to a specially-created Technical Work Group on Traffic Calming and Vehicle Pollution Reduction. The City has also initiated Auto Minimization Strategies in New Non-Residential Developments based on a report initiated by the Department of Public Works and the Environment. Enshrining policies to reduce automotive pollution and to promote alternate forms of transportation in the Official Plan is yet another appropriate way to highlight and deal with the problem. These inter-related environment-transportation questions are also addressed in Chapter 6, which deals with issues of transportation.

The policies stated here and in Chapter 6 would also establish a basis for further City implementation initiatives to reduce air pollution created by cars and other vehicles. Such measures that are directly related to specific air quality concerns, include:

- encouraging other levels of government to develop and enforce stricter regulations regarding the quantity and composition of vehicular emissions, and to encourage the adoption of appropriate alternate fuels;

- investigating mechanisms to encourage the proper maintenance of pollution control and emission-related equipment on public and private vehicles, including check-and-correct centres, and remote tail pipe emission sensors, in concert with public awareness programs; and

Automobiles produce 92% of the carbon monoxide and 55% of the hydrocarbons in the City of Toronto.

- adopting traffic-management initiatives and by-laws to discourage illegal stopping, parking and idling of vehicles.

Three further implementation measures which City Council should also pursue in support of the proposed air quality policies include:

- investigating and promoting the use of cleaner alternate fuels and more efficient furnaces in all new developments, and the use of appropriate retrofitting measures in existing buildings;

- encouraging other levels of government to establish higher and more stringent emission standards, and ensuring that the specifics of all Certificates of Approval granted by the Province for operations within the City will be publicly available and subject to scrutiny by City Council before being issued or renewed; and

- encouraging the development of standards, standard measuring techniques and mitigation measures in respect to odour emissions.

"Sick buildings" have indoor air quality problems. In private homes this commonly relates to tobacco smoke and carbon dioxide build-up due to such things as faulty furnaces and/or inadequate air exchange. Gases given off from furniture made from particleboard, or other household items may also contribute to indoor air quality problems. Such problems are largely beyond the direct jurisdiction of planning controls. However, the City can ensure that information about the problems and their solutions is readily available to the public, and can encourage the Province to develop applicable standards that will help to minimize such indoor air quality problems.

Indoor air problems in larger buildings relate more obviously to inadequate air exchange, again especially of carbon dioxide (which may build up to cause mid-afternoon drowsiness). Poor indoor air quality is also commonly found within underground car parking garages. Indoor air quality and parking garage air quality are health issues that have to be addressed both by establishing standards within the City for new development, and by requesting the Province to lead the search for applicable solutions in the form of standards, and guidelines on how to comply with the standards.

4.3.3
Improving Water Quality and Promoting Water Conservation

Recommended Official Plan Policies

12 Council shall monitor the quality of drinking water within the City and shall encourage the provision of adequately clean water, which has minimal adverse health impact, throughout the City, and shall encourage the provision of adequately clean water for industrial and commercial purposes.

13 Council shall encourage the development by the Provincial and Federal governments of uniform standards for drinking water.

14 Council shall seek to ensure that City controlled or influenced storm sewer and sanitary sewer discharges into natural water bodies comply with Provincial Water Quality Objectives. Further, Council shall attempt to reduce water pollution by adopting and advocating appropriate storm

WARNING
POLLUTED WATERS
PERSONS BATHING
DO SO AT THEIR OWN RISK

In 10 years we hope to see no more of these signs.

water management techniques. To help achieve this objective, Council shall:

i) seek to eliminate the need to post notice of health hazards at public beaches because of water pollution by the year 2001; and

ii) seek to reduce the use of manufactured chemical pesticides (includes herbicides and insecticides) within the City from all sources by 50% of the 1991 levels by the year 2001.

15 In order to conserve the water, energy and chemicals used in water treatment, Council shall employ and encourage water conservation measures. To this end, Council shall seek the reduction of water consumption by 10% on a per capita basis of the 1991 levels by the year 2001.

16 It is Council's objective to reduce chemical, bacterial, or sediment loadings that contaminate water bodies now and in the future as a result of City activities, and to establish a program to monitor and control City activities to that effect.

17 Council shall initiate and support programs to clean up, rehabilitate, and protect the natural aquatic ecosystems within the City of Toronto, and shall support such programs for areas adjacent to the City of Toronto.

18 Council shall support the guidelines and strategies established by the Provincial government to improve water quality and to control storm water flows within and adjacent to the City. To this end, Council shall:

i) prepare and adopt a Master Drainage Plan, as described and applicable under Section 3.0 of the provincial *Stormwater Quality Control Guidelines for New Development (Draft Interim – August 1989)*, for the City of Toronto; and

ii) seek to ensure that development plans comply with the Master Drainage Plan. Predevelopment storm water runoff levels shall be maintained where necessary to protect the receiving watercourses from further degradation due to erosion or flooding.

Explanation

The Keating Channel: We need to clean up our aquatic ecosystems.

"Clean up the gunk in the Lake," demanded one young Kidsview participant, perhaps thinking of the all-too-frequent closing of local beaches during the summer. He wasn't alone in his concern for Toronto's water quality. "Clean up Toronto's beaches, Lake Ontario, the sewer system NOW!" wrote the mother of a small child on her Cityplan '91 survey form. "So my children can swim and drink safely from our lake and rivers, even fish and see wildlife, not just concrete towers." In fact, over a quarter of the environmental dislikes cited by respondents to the Cityplan '91 survey involved "polluted lakes and rivers" and another quarter identified "drinking water quality" as a problem.

Lake Ontario is the source of our City's drinking water, as well as a magnificent – if much maligned – recreational resource. It is justifiably a cause of great concern to both the City and its citizens. While the quality of Lake water is profoundly affected by distant sources of pollution – notably by the Niagara River, which is considered to be the greatest conduit of pollution into Lake Ontario – Toronto must bear its share of the responsibility for lake pollution. Considerable quantities of water-borne pollution have contributed to the contamination of the lower Don River, the Toronto Harbour, and Lake Ontario itself. Much of this comes directly from combined sanitary and storm sewers overflowing during downpours. But everyday operations of municipal sewage treatment plants and privately-operated industrial plants also contribute to the problem.

As argued earlier, setting targets is a useful prod to action and a helpful measure of success. The targets proposed in the policy recommendations to eliminate the need to post beach closing notices along the Toronto Waterfront within 10 years, and to reduce pesticide use by 50% of the 1991 level by 2001, are the same as those considered by the Ontario Round Table on Environment and Economy. The target to reduce water consumption by 10% of the 1981 level by 2010 has already been adopted by Council. These targets would provide a basis for support of both the City's individual efforts and for its approaches to other jurisdictions, including both neighbouring municipalities and senior levels of government.

That the City has only limited power to effect improvements is reflected in the recommended policies. Metro, for example, has responsibility for both water purification and sewage treatment for the Metropolitan Toronto area. Still, the City can help, both in the area of quality and of conservation. Continuing to make improvements to the City's own sewer system and storm water management process, for example, will incrementally contribute to improving the quality of water in the Don, Lake Ontario and elsewhere in the watershed. And helping and encour-aging water conservation among both industries and individuals would reduce the amount of energy required to purify and distribute clean water and would reduce the amount of chemicals used to purify it.

The City, through its Department of Public Works and the Environment, has already embarked on several water conservation programs including: a Universal Water Metering Program; a Watermain Leak Detection Program; Water Audits for Commercial Consumers; and free-of-charge Water Conservation Kits to Homeowners. The City has also initiated a program to provide financial support for separate storm and sanitary sewer connections on private properties in existing neighbourhoods in the City.

Among the further actions that the City might take on its own initiative, are:

- provide water conservation audits to all high volume users, together with specific recommendations on ways that these customers could undertake cost-effective water conservation measures on their own behalf; and

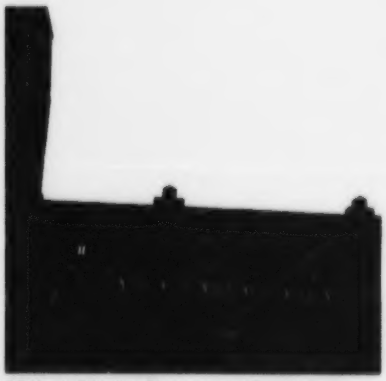
- conduct a program of public education to:

i) explain to homeowners and other residents the general importance of water conservation, to encourage water conservation measures, and to explain how to perform such simple-but-helpful measures as making pipe and faucet repairs and reducing lawn-watering to efficient levels;

ii) encourage all residents who garden and all employees who engage in land management activities to use manufactured chemical fertilizers and pesticides as sparingly as possible and to avoid overwatering (which has the double benefit of reducing the total amount of chemicals, which are leached out by the water and then replaced, and the total amount of water used);

iii) encourage the residents of the City of Toronto to minimize their use of contaminating chemical, bacterial or other harmful substances, and minimize direct or indirect discharging of these harmful agents into water bodies (e.g., via dumping down home sinks and toilets); and

Toronto must bear its share of responsibility for the clean-up of our lake.



RC Harris Filtration Plant: a part of Toronto's water supply system.

iv) search for a practical and acceptable way to have City streets cleaned to a standard such that toxic deposits do not build up to the point that they are an additional hazard during storm run-offs (this would exceed current street cleaning equipment limitations).

The work of the Royal Commission on the Future of the Toronto Waterfront, as expressed in its report entitled *Watershed*, has reinforced our recognition that water quality issues are not bounded by political jurisdictions, but are fundamentally watershed-wide in cause and effect. The City's adoption of tough targets and pursuit of a wide range of its own programs strengthens its hand in getting the all-important cooperation of upstream jurisdictions to reduce their chemical, bacterial and sediment discharges into our common heritage of streams, rivers and lakes.

4.3.4
Waste Reduction and Waste Management

Recommended Official Plan Policies

19 Council shall seek to significantly reduce the amount of waste created in the City. To help achieve this objective, Council shall:

i) promote and facilitate, among residents, businesses, institutions and visitors to the City, the reduction, reuse, repair, and recycling of waste products, in a manner that protects human health and minimizes adverse impacts upon the natural environment;

ii) set the example in its own activities with respect to waste reduction; and

iii) adopt as its objective, a 50% reduction of solid waste in the City by the year 2001, with 1991 taken as the base year.

20 Council shall encourage the Province, the Municipality of Metropolitan Toronto and all local and regional governments in the Greater Toronto Area to develop integrated and comprehensive plans for immediate and long-term waste reduction, reuse, recycling, and waste disposal.

21 Council shall encourage the reuse or recycling to the fullest extent possible of all materials and wastes that result from the demolition of existing buildings or structures.

22 Council shall encourage the reuse and recycling of waste in environmentally friendly ways. To help achieve this objective, Council shall:

i) encourage the use of recycled products within the City; and

ii) encourage and facilitate the development of a ready and continuing market for recycled products.

23 Council shall work with appropriate government authorities, if necessary, to ensure that the disposal of residual waste that cannot be used or recycled is undertaken in an environmentally responsible manner.

Recycling: The role we can all play.

24 Council shall discourage the use of products which generate hazardous waste within Toronto, and shall encourage the proper disposal of household, industrial, and commercial hazardous wastes and reduce their storage in the City. To help achieve this objective, Council shall, among other things:

i) support and promote the Municipality of Metropolitan Toronto's "toxic taxi" service to collect hazardous waste from private residences;

ii) establish and maintain with appropriate government authorities, if necessary, strict automobile decommissioning and product recycling standards for scrap yards in the City with regard to potentially environmentally harmful products such as batteries, tires, waste fuels and oils and air-conditioning refrigerant (Freon);

iii) encourage all significant generators of hazardous waste in the City to complete hazardous waste audits and waste reduction plans by the year 2001; and

iv) promote education and information programs to help people to understand how to reduce their reliance on hazardous waste-related or waste-producing products, commonly used in the home, and how to safely store, prior to proper disposal, such hazardous products.

Bales of paper en route to becoming a new product.

25 Council shall seek to ensure with appropriate government authorities, if necessary, that environmentally acceptable methods for the handling, storage and disposal of hazardous waste products are put in place and maintained in all new developments within the City that will generate, transport or store such waste.

Explanation

Ours has been a most "wasteful" society. With visions of nearly overflowing landfill sites filling our TV screens and discussions of "garbage" becoming one of the hot topics of the nineties, most people in the City, Metro and the Greater Toronto Region probably accept the principle that significant waste reduction is urgently required. We have to reduce the amount of solid and other wastes we produce, and we have to better manage how and where we dispose of that waste.

To achieve these broad goals, therefore, policies and programs are needed to control waste in both new developments and old ones. The proposed Official Plan policies respecting waste reduction and waste management establish targets for the City as a whole, with the understanding that both present and future residents, businesses and workers will all have to contribute to improving the situation. The proposed target of reducing solid waste production by 50% within 10 years from 1991 represents a challenging but reasonable goal which was originally proposed by the Ontario Round Table on Environment and Economy for the period 1990 to 2000, and subsequently (February 1991) endorsed by the Minister of the Environment. Solid waste is unwanted or discarded material that is not a liquid or gas. For the City to cut such waste outputs by 50% of 1991 levels represents a more ambitious objective than that proposed for the rest of the Province given the City's present high adoption rate of the Blue Box program.

There are four main aspects to the proposed policy regarding waste reduction and management:

i) encouraging and helping all citizens to reduce, repair, reuse, and recycle potential waste products;

ii) directing and facilitating the proper use, storage, and disposal of toxic substances from commercial enterprises and private dwellings;

iii) regulating more effectively the private sector disposal of automobiles and automobile parts; and

iv) linking waste reduction and management to approval of new development, which is discussed in detail later, in Section 4.3.11.

New programs and policies directed at existing businesses, workers and residents will be required in order to achieve the targets set out. For example, programs to facilitate waste reduction, reuse, and recycling in existing industrial and commercial enterprises (like offices, restaurants, taverns, hotels, factories, and so on) are needed. So are programs to promote technologies that would expand the number of household waste products that could be recycled and, therefore, included in the curbside Blue Box recycling program. Establishing new and expanded municipally-operated composting facilities should be supported, as should programs for "at source" composting of organic household and yard wastes.

Composting reduces household waste.

Another important area for expanded municipal action is the City's new "Hazardous Waste Minimization Program" (HWMP). Hazardous wastes are defined as discarded solid, liquid or gaseous materials that may pose a substantial threat to human health or the environment when their handling or disposal is managed improperly. The average Canadian household produces 20 to 40 litres of hazardous waste each year (paint, pesticides, oven cleaners, used motor oils, photographic chemicals, antifreeze, glues, solvents, etc.). Such programs as the HWMP are needed to help residents and businesses not only reduce the amount of hazardous wastes they produce, but also to dispose of the wastes they generate more safely. It is no longer acceptable to simply toss hazardous wastes down the drain ... and into the City's overburdened sewage system. Out of sight can no longer be out of mind.

Automobiles not only foul our air, they also clutter our landscape in dangerous and unsightly ways. One young Kidsviews participant commented, "Cars make smoke and smoke pollutes. When the cars break down, it is just a big pile of trash. Cars are made out of metal. Metal does not go into the earth." So, as the proposed policy points out, the disposal of batteries, tires, and other parts of cars should be more carefully regulated and such items should be recycled wherever possible.

As noted earlier, new development as well as existing development must be covered by new programs for waste reduction and management. Metropolitan Toronto has prepared guidelines for the design and installation of recycling systems in new buildings. The City of Toronto already uses some of these Metro Toronto guidelines (see Metro Toronto report – "Statement of Guidelines for Waste Management Facilities Within New Buildings") and has introduced waste reduction and recycling conditions for new developments within the City of Toronto. Standards for waste reduction and management in new development are proposed in Section 4.3.11, "Environmental Development Performance Standards".

Here, as elsewhere, the cooperation of senior levels of government will be required to make a significant environmental impact. Metropolitan Toronto has an especially important role to play in the area of waste reduction and management, for example, in the area of incineration and co-generation.

4.3.5
Contaminated Soils and Their Remediation, Use and Disposal

Recommended Official Plan Policies

26 Council shall endeavour to ensure with the appropriate government authorities, if necessary, that contaminated soil does not create a hazard for the health of natural ecosystems or the people who live, work or play within the City. To help achieve this objective, Council shall seek to ensure, with the appropriate government authorities, if necessary, that:

i) development does not occur on any site within the City that presents a health risk caused by contaminated soil, and that no development be permitted on a site containing contaminants without its risk to health being evaluated and, where appropriate, a full soil management study being completed and necessary mitigation measures employed;

ii) the mitigation measures employed do not create a health hazard within or beyond the City's jurisdiction; and

iii) contaminated soils are cleaned up.

27 Council shall encourage and support the establishment of comprehensive, enforceable provincial standards for the evaluation, decommissioning and clean up of contaminated soils in the City.

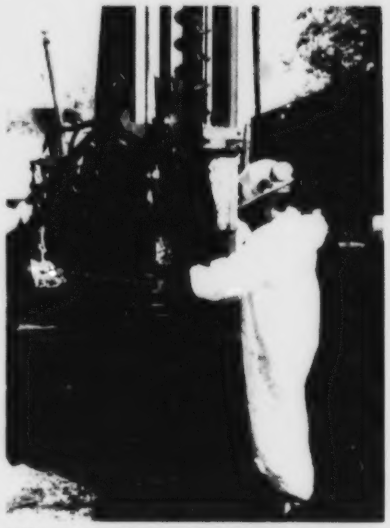
28 Council shall endeavour to ensure that development on any site within the City's jurisdiction reasonably complies with applicable government guidelines and standards for decommissioning and clean up of contaminated soils.

Explanation

Environmentally careless city-building practices of the past have left a legacy of contaminated soils that must be dealt with by the redevelopment practices of the future. The contamination must stop and the contaminants must be eliminated (also in an environmentally safe fashion) before new uses are allowed and new developments approved. The health of the people who will live, work and play in the Toronto of the future demands no less.

Contaminated soil is an especially pressing problem in the Central Area, where much of the City's future growth will occur on lands that have been badly degraded by industrial uses of one sort or another. The Railway Lands, the Waterfront (parts of which are currently undergoing an environmental audit under the auspices of the Royal Commission on the Future of the Toronto Waterfront) and the Ataratiri site are all areas of special concern, which collectively indicate the pressing need for the City to address the issue of soil contamination directly, and in concert with other levels of government. After all, these downtown lands represent not only a local, but also a precious regional asset. Neither the City nor the region can afford to let these lands lie fallow or to have their use dictated solely by the condition of the soil and the cost of its reclamation.

The City, of course, can not assume that upper levels of government are solely responsible for alleviating the health risks and minimizing the ecological impacts involved in preparing con-



Taking soil samples to test for contamination.

taminated and former industrial lands for new uses (i.e., "decommissioning contaminated lands"). While provincial authority in the matter of soil remediation is acknowledged, the City's responsibility in this area should also be clearly recognized as a legitimate aspect of its power to regulate the use and development of land.

The proposed policies regarding contaminated soil, therefore, reflect the need for both provincial regulation and municipal intervention. They propose that no new development or redevelopment be permitted on any former industrial site, or any site known to contain any contaminants that may present a risk to human health or the environment, before a full soil study has been conducted and any necessary clean up completed (as has been the case, for example, with Ataratiri).

In order to implement this objective, it will be necessary for the City to maintain reliable and up-to-date information regarding existing and former industrial uses, and known or suspected contamination. The Environmental Protection Office of the City's Department of Public Health has already begun collecting such information. Creating a sophisticated corporate Geographic Information System (GIS) would also be a step in the right direction. Not only would a GIS generally improve the quality of land use planning decisions involving former industrial sites, but it would also speed up data access, information analysis and final decision-making when emergencies like the suspected contamination at St. Bruno's school arise. (Fears of contamination in that particular case eventually proved unfounded, but the example serves to remind us how important speedy retrieval of pertinent information can be.) Analytical components of such a system should also ultimately permit evaluation of the sub-surface movement of contaminants to adjacent lands.

The existence of such an information system will not, of course, ensure that health hazards related to soil contamination can or will be completely avoided in the future. However, it is a useful tool which, together with the City's powers to approve development and redevelopment, can substantially advance the City's ability to respond appropriately and effectively, to both everyday and extraordinary public information needs.

Once the extent and severity of the problem is better understood, it will be appropriate for the City to establish target objectives for cleaning up the known contaminated soils.

Clearly, comprehensive, uniform, province-wide standards for evaluating, cleaning up and decommissioning former industrial sites are required. The City, therefore, should cooperate with the Province in this regard.

4.3.6
Energy Conservation and Efficiency

Recommended Official Plan Policies

29 Council shall promote energy conservation in order to conserve non-renewable resources for future generations and reduce pollution and long-term social costs.

30 Council shall endeavour to have energy-efficient measures adopted in new developments and shall promote and facilitate the retrofitting of existing buildings to incorporate energy efficient measures, such as passive solar heating/cooling and the use of renewable energy resources, wherever feasible and to the fullest extent possible, in order to reduce energy consumption and energy loss within the City. To this end Council shall encourage a 15% reduction of 1991 levels in energy consumption for all buildings on average within the City by the year 2006.

31 Council shall endeavour to ensure that the City continues to act as a leader in the field of energy conservation by promoting conservation and setting an example. This principle is to apply to City-owned buildings and other structures, and to City-owned and -operated motor vehicles.

32 Council shall encourage proponents of new buildings to adopt energy efficiency measures at the planning stage and to implement those measures.

33 Council shall encourage amendments to the Ontario Building Code which strengthen its energy efficiency requirements.

34 Council shall, in recognizing the potential for indoor air quality problems when promoting and implementing energy efficiency policies, endeavour to ensure that no additional hazard to the health of the occupants is created.

Explanation

Built form influences energy consumption. At the scale of regional development, the current pattern of urban sprawl which relies heavily on private automobiles and characterizes much of the development in the Greater Toronto Area (GTA) is far more wasteful of energy resources than the dense, compact form of the central city which relies heavily on public transit. At the scale of individual buildings such things as massing, materials, orientation to the sun, and so on can also have a dramatic impact on the building's energy efficiency.

The City of Toronto has long been at the forefront of promoting energy conservation, first largely to reduce costs (as in the late 1970s and early 1980s with the establishment of an Energy Audit Office and the Energy Conservation Community Outreach program), and more recently to improve the environment (as in the establishment of an Energy Efficiency Office in 1990). Council has also recently initiated a program of "Energy Efficiency and Conservation in New Developments" based on a report from the Commissioner of Public Works and the Environment, and has undertaken to request the Provincial government to review the existing energy pricing policy and to develop a rate structure that better reflects the real economic and environmental costs of energy supply and use.

By setting a target in its Official Plan for reducing energy consumption in the City, Toronto will again be demonstrating leadership in the field. The proposed target of reducing energy consumption by 15% for all buildings on average by the year 2006 is derived from Ontario Hydro's "Demand Supply Plan". A comparison of forecasts, specifically a comparison of their median forecast Demand Management Plan savings (by all measures) for 2006 with their median Firm Load Forecast for 2006, indicated that a 15% saving could be realized by that year.

To achieve the goals set by the target, four areas of implementation are identified:

i) promoting energy efficiency in new buildings;

ii) refitting existing buildings;

iii) increasing use of passive solar heating/cooling and renewable energy resources; and

iv) the City's setting the example in matters of energy conservation and environmentally friendly energy consumption.

The policies also recognize the need to address indoor air quality (the "sick building" phenomenon) as part of any energy conservation plan or program.

Energy efficiency in new buildings should be addressed on two fronts: first, through appropriate amendments to the Ontario Building Code; and second, through the City's authority to approve plans for development and redevelopment. Changes to the Building Code, however, will take a number of years to effect. The next changes will occur five years from now and will require agreement across the Province. The City cannot afford to wait this long. It must do what it can now to promote energy efficiency at the municipal level, while encouraging the Province to make the necessary broader changes. As part of the Environmental Development Performance Standards which are discussed later (in Section 4.3.11), the City should update and expand its Design Guidelines for energy efficiency in large-scale buildings and should also develop guidelines specifically for smaller buildings. Among other things, the Design Guidelines should promote:

i) compact developments that enclose the largest volume with the least surface area, and maximize the sharing of peripheral surfaces (floors, walls and ceilings);

ii) buildings that take maximum advantage of solar exposure and natural light, without compromising energy efficiency;

iii) buildings that are appropriately oriented, designed, faced (as with appropriate exterior building materials) and, where appropriate, shaded (as by deciduous trees) in such a way that they maximize their receipt of solar energy during the winter and minimize their receipt of solar energy in summer;

iv) buildings that maximize the receipt of solar energy in adjacent open spaces during the summer, and minimize the casting of shadows on neighbouring buildings and open spaces;

v) buildings that take best advantage of natural and artificial wind breaks, and minimize the generation of high velocity winds;

vi) buildings that incorporate active and passive solar energy technologies, including providing for present or future use of active solar collector technologies, such as appropriate roof exposures;

Saving energy using solar panels.

vii) developments that incorporate an energy efficient ventilation system that satisfies workers' and residents' health and comfort needs by taking advantage of natural rather than mechanically-induced air flows;

viii) developments that incorporate a lighting and Heating Ventilation and Air Conditioning (HVAC) system that is flexible enough to meet changing requirements and supply conditions; and

ix) analysis of existing energy efficiency problem areas.

Once the Design Guidelines are finalised, they will to be made available to all who are concerned with creating new developments in the City. The Guidelines should also provide a yardstick for refitting existing developments to more energy efficient standards. The Guidelines will supplement and possibly replace, in part, the City's present requirement for the submission and approval of Energy Efficiency and Conservation Plans in conjunction with all new developments by making it clear from the outset just what is required in principle of each developer or homeowner. The concept of a simple checklist for the appropriate incorporation of energy efficiency and conservation within new development is further promoted in Section 4.3.11.

The City should also develop programs which promote similar or comparable measures for improving the energy efficiency of existing buildings and neighbourhoods. This can be done over time, as renovations are undertaken. Clearly, the exact nature of the measures will be quite different from those for new buildings, where energy efficiency can be planned from the outset. But improvements can, and must be made, if the City's overall energy reduction target is to be reached. And, as elsewhere, the City itself must set an example in the design, renovation and use of its own buildings.

4.3.7
Natural Hazard Protection

Recommended Official Plan Policies

35 Council shall endeavour to reduce the risk of loss of life, property damage, and social disruption as a consequence of natural hazards, such as severe flood events, unstable slopes and accelerated erosion.

To help achieve this objective, Council shall coordinate land use and environmental management regarding natural hazards. Council shall also facilitate the provision of appropriate measures of prevention and protection, and prepare emergency response plans, in cooperation with other appropriate agencies.

To this end, Council shall, in accordance with the Province of Ontario's Flood Plain Planning Policy Statement of Ontario Government policy, as issued under the authority of Section 3 of the Planning Act 1983, adopt:

i) the "Regulatory Flood Concept", and recognise "Hurricane Hazel" as the "Regulatory Flood Standard" for the City of Toronto;

ii) the "One Zone Concept" of flood plain regulation, based on the "Regulatory Flood", in which new development is to be prohibited or restricted; and

iii) the process for accommodating exceptions to (ii), based on the "Two Zone (Floodway and Flood Fringe) Concept", or by requesting exceptions under the "Special Policy Area Concept".

36 Within the areas identified on Map 4.1 as flood plain lands, Council shall only permit new buildings or structures which have been planned and designed to reduce the risk of flood damage and to reduce potential adverse impacts to existing upstream or downstream development or lands.

Explanation

Why we need Flood Hazard Policies – Hurricane Hazel 1954.

Severe floods in southern Ontario are infrequent, but devastating when they do occur, as Toronto learned during the visit of Hurricane Hazel in October 1954. The City, under Provincial legislation, is therefore responsible for guarding against damage from the "regional storm" (i.e., floods generated by the amount of rainfall that would result if another Hurricane Hazel occurred directly over the watershed).

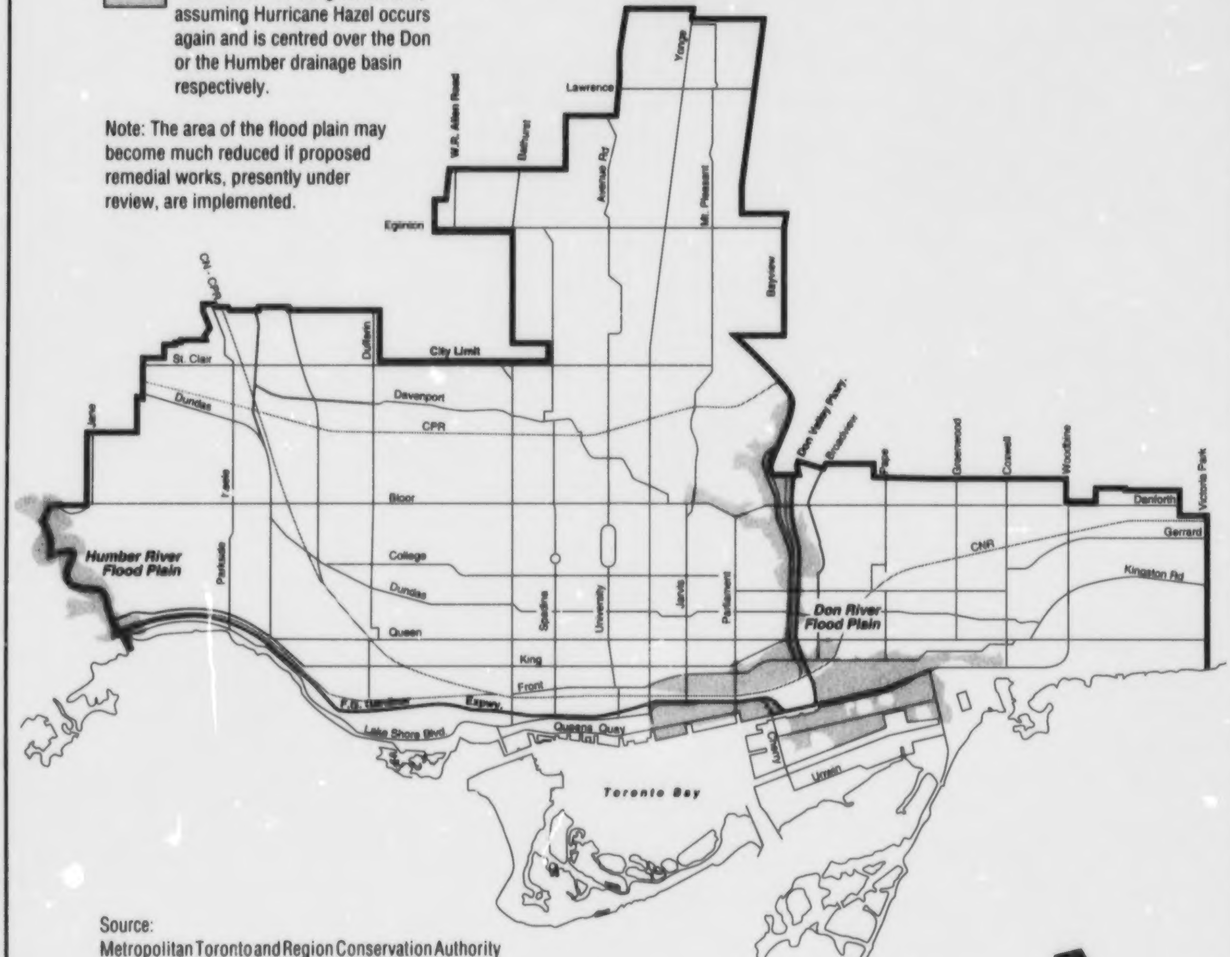
The Regulatory Flood is the approved standard flood that is used to define the limit of the flood plain for regulatory purposes. In the case of the Don River, for example, it approximates a flow that is about seven times greater than the actual flow seen in the Don during Hurricane Hazel. That storm, as in October 1954, produced the greatest flow ever recorded in the Don. The difference reflects the estimate of the flow that would have occurred if Hurricane Hazel had been centred over the Don watershed, rather than passing to the west of Toronto. The One Zone Concept is the approach whereby the entire flood plain, as defined by the regulatory flood, is treated as a unit, and within which all development is prohibited or restricted. Under the Two Zone Concept approach, certain areas of the flood plain are considered to be less hazardous than others, such that development could safely occur. The Flood Fringe defines that portion of the flood plain where development may be permitted, subject to appropriate floodproofing. The floodway is that portion of the flood plain within which development is prohibited or restricted. A Special Policy Area is an area within a community that has historically existed in the flood plain and where strict adherence to province-wide policies concerning new development would result in social and economic hardships for the community. As a result, site specific policies are established and used within the defined limits of the Special Policy Area.

The City of Toronto is currently undertaking flood plain studies to obtain a "Special Policy Area" designation for the Lower Don River, which includes three "spillzones", one of which contains the site of Ataratiri and presents a special challenge for the design of that redevelopment area. The studies will reveal where the limit of such flooding is to be anticipated and outline what mitigating and floodproofing measures should be employed. Definitive maps of the flood plain will be produced and included in the Official Plan. Within the identified flood plain areas, Council should regulate development and prohibit buildings or structures that would be susceptible to flood damage or might harm land or buildings upstream or downstream.

Map 4.1
Flood Plain - Existing Conditions

▨ Flood Plain - existing conditions, assuming Hurricane Hazel occurs again and is centred over the Don or the Humber drainage basin respectively.

Note: The area of the flood plain may become much reduced if proposed remedial works, presently under review, are implemented.



Lawrence
Yonge
W.R. Allen Road
Bathurst
Avenue Rd
Mt. Pleasant
Eglinton
Bayview
CN · CPR
City Limit
St. Clair
Dufferin
Davenport
Dundas
CPR
Jane
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Keele
Bloor
Danforth
Gerrard
CNR
Kingston Rd
Humber River Flood Plain
Parkside
College
Dundas
Spadina
University
Jarvis
Parliament
Don River Flood Plain
Queen
King
Front
F.G. Gardiner Expwy.
Lake Shore Blvd.
Queens Quay
Cherry
Unwin
Toronto Bay

Source:
Metropolitan Toronto and Region Conservation Authority
and Marshall, Macklin, Monaghan Ltd. 1991

4.3.8
Noise and Vibration

Recommended Official Plan Policies

37 Council shall seek to protect people and natural ecosystems from unacceptable and undesirable levels of noise to the fullest extent possible. To help achieve this objective, Council shall:

i) seek to limit unacceptable volumes and/or frequencies and/or tones of undesirable sound and vibration;

ii) seek to limit noise at inappropriate times;

iii) encourage, in areas of high noise and vibration levels, noise mitigation measures in the design, construction, landscaping and operation of new developments; and

iv) encourage, in respect of the redevelopment of lands that are subject to noise hazard or are close to "noisy" outdoor activity, the owner to inform all prospective tenants or purchasers of all possible noise problems.

38 It is the policy of Council to use its powers, including the terms of the lease agreement between the City, the Toronto Harbour Commissioners and the Government of Canada regarding the Toronto Island Airport, to ensure that noise and vibration levels associated with the operation of the airport are below standards considered acceptable by City Council for nearby residents, businesses, and recreational activities.

Explanation

Excessive noise is not only unpleasant, it can also be unhealthy. The major sources of possibly excessive noise are transportation corridors (like busy highways and railway lines) and certain land uses (like sports and entertainment facilities and various industrial plants). Various government bodies are involved with controlling noise: for example, the City already has a Noise By-law, which deals with such matters as noisy neighbours and noisy neighbouring business establishments; and the Metropolitan Regional Police enforce the Highway Act, which covers noise and vibration emanating from moving vehicles.

The City, however, can, and should, use its land use planning powers to exercise more effective control over noise pollution. Noise concerns, for example, should be addressed specifically in the initial planning stages of new developments and appropriate precautions should be taken. As discussed later in the section on Environmental Development Performance Standards, noise and vibration are matters which should be evaluated at the time new buildings are approved by the City. Appropriate precautionary measures might include, among other things, adequate street setbacks, adequate space between buildings, adequate soundproofing in common peripheral surfaces (i.e., floors, ceilings and walls), appropriate landscaping and planting, appropriate building orientation, appropriate building design (e.g., window type, construction and location; and balcony location relative to existing sources of sound and vibration).

Toronto only has one airport and has adopted a policy that there shall be no other airports within the City. Therefore, the noise issue at airports is here very specific to the Toronto Island Airport. The City of Toronto is required by the Province of Ontario to include policy within its Official Plan setting out how it will deal with noise in the vicinity of airports. Toronto already has a 1983 Tripartite Lease Agreement with the Toronto Harbour Commissioners and the Federal government in respect of the operation of the Island Airport, which is both detailed and adequate and need not be altered. It is proposed, however, to incorporate within the Official Plan, the policy intent contained in the existing agreement in respect to noise.

4.3.9
Human Comfort in the Public Realm

Recommended Official Plan Policies

39 Council shall maintain, and improve, where feasible and appropriate, current levels of human comfort, as determined on the basis of sunshine availability and wind exposure, on the streets and in the other public open spaces of Toronto for as much of the year as possible and for as much of each day as possible.

To achieve this objective Council shall set standards for wind exposure and sun availability, restriction of shadows for passive and active recreation spaces, retail strips and streets in general, which will assist in determining permissible built form envelopes and design.

Explanation

All too often, architects and planners have inadequately addressed the impact that buildings have on ordinary people. Hence the wind tunnels that on occasion literally sweep people off their feet; or the once pleasant and crowded open spaces that are plunged into shadow and relative oblivion. Remedial measures can sometimes be taken (such as stringing "lifelines" along windy passageways). But prevention is, of course, the best cure. The Cityplan '91 process has enabled the City to sponsor research into the environmental implications of urban design. Detailed policies on sunlight access and wind protection are, therefore, contained in Chapter 5.2, "The Physical Form of the City". The environmental policies contained here are intended to lend support to that initiative.

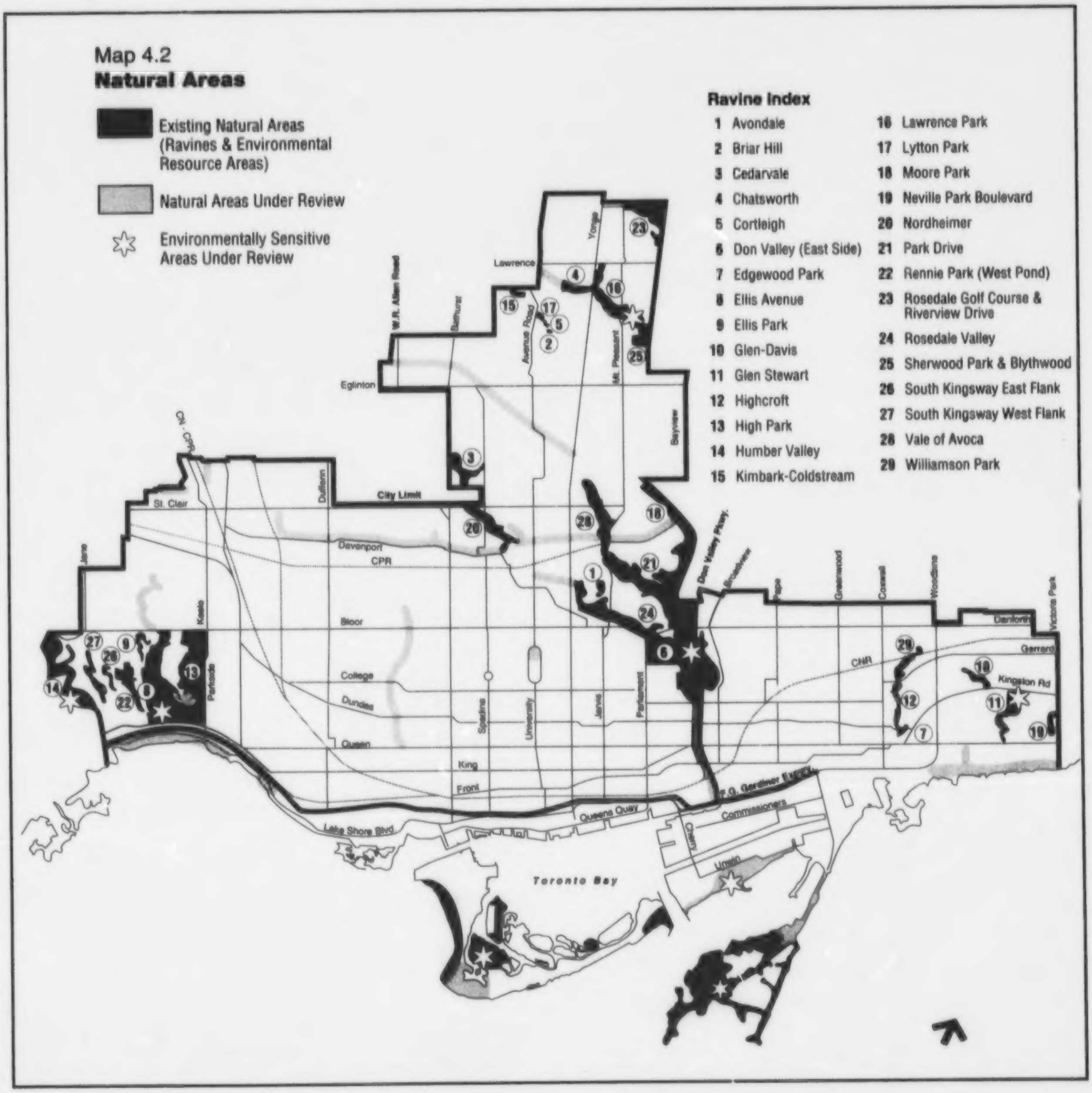
Sunlight for our parks and streets.

4.3.10
Natural Areas and Environmentally Sensitive Areas

Recommended Official Plan Policies

40 Council shall endeavour to protect, preserve, and maintain Natural Areas of the City in perpetuity. Natural Areas shall include Ravines and those areas such as:

i) the North Shore of the Outer Harbour and areas which are occupied by "old growth" (primary) or "new growth" (secondary) vegetation that is neither a currently manicured botanical park, nor a public active recreation area, nor a private garden;



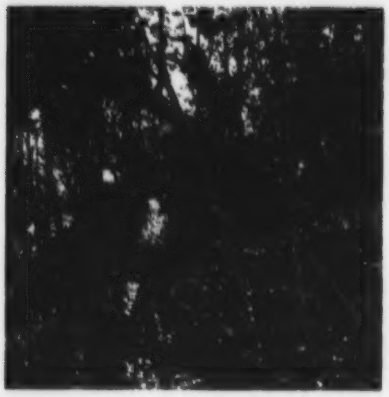
Map 4.2
Natural Areas

Existing Natural Areas (Ravines & Environmental Resource Areas)
Natural Areas Under Review
Environmentally Sensitive Areas Under Review
Ravine Index
1 Avondale
2 Briar Hill
3 Cedarvale
4 Chatsworth
5 Cortleigh
6 Don Valley (East Side)
7 Edgewood Park
8 Ellis Avenue
9 Ellis Park
10 Glen-Davis
11 Glen Stewart
12 Highcroft
13 High Park
14 Humber Valley
15 Kimbark-Coldstream
16 Lawrence Park
17 Lytton Park
18 Moore Park
19 Neville Park Boulevard
20 Nordheimer
21 Park Drive
22 Rennie Park (West Pond)
23 Rosedale Golf Course & Riverview Drive
24 Rosedale Valley
25 Sherwood Park & Blythwood
26 South Kingsway East Flank
27 South Kingsway West Flank
28 Vale of Avoca
29 Williamson Park
Lawrence
Yonge
W.R. Allen Road
Bathurst
Avenue Road
Mt. Pleasant
Eglinton
Bayview
CN - CPR
St. Clair
Dufferin
City Limit
Davenport
CPR
Jane
Keele
Bloor
College
Dundas
Queen
King
Front
Parkside
Spadina
University
Jarvis
Parliament
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Danforth
Gerrard
CNR
Kingston Rd
F.G. Gardiner Expwy.
Lake Shore Blvd
Queens Quay
Commissioners
Cherry
Unwin
Toronto Bay

ii) the Lake Iroquois Shoreline (Escarpment) and areas which are a distinct topographic entity, such as a river, a raised shoreline or a spit;

iii) the Humber Marsh and areas which have not been artificially changed or altered; or

iv) the Leslie Spit and areas which are deliberately or naturally regenerated.



41 Council shall consider those areas as shown on Map 4.2 as **Natural Areas**, to which the Natural Area Policies will apply. Council shall undertake a regular review to assess the effectiveness of the **Natural Area** policies and the appropriateness of the boundaries, and shall adjust the Map accordingly.

42 Within designated **Natural Areas** which are publicly owned, Council shall seek legislative authority to permit:

i) only such land uses as are compatible with the principles of preserving and conserving such areas. Such land uses may include, but not be limited to, at the discretion of Council, low impact leisure uses and activities, such as walking, cross-country skiing, teaching or research activities, or wildlife and natural area management activities;

ii) only minimal development required to support these activities and such public works for which no reasonable alternates are available and provided these are designed to have only minimum adverse ecological and environmental impact, and are approved by Council on the basis of a report setting out how the development meets the requirements of this statement.

43 Policies respecting **Ravines**, as contained in Sections 5.8 to 5.10 of the existing Official Plan, shall continue to apply with all the necessary modifications to **Ravines** and to those areas designated as **Natural Areas**, subject to obtaining the necessary legislative amendments.

44 Council shall preserve to the fullest extent possible by designating as **Ravine** the former lacustrine bluff of the Iroquois Shoreline (Escarpment) such that no change of slope or grade be performed without the specific prior consent of Council, and shall encourage the publicly accessible existing lines of sight (views) to the Iroquois Shoreline to be preserved.

45 In areas adjacent to the designated **Natural Areas** of the City, Council shall encourage only that development which has minimal adverse environmental impacts and is sensitive in its design to the environmental qualities of the **Natural Area**.

To this end, Council shall:

i) encourage a buffer zone of 10 metres adjacent to **Natural Areas** within which development is to be prohibited, and where this is clearly impractical provide as large a setback from the boundary of the **Natural Area** as possible; and

ii) encourage the submission of environmental impact evaluations to be made in association with development review applications in respect of developments that are adjacent to **Natural Areas**.

46 **Environmentally Sensitive Areas** are those portions of **Natural Areas** that are particularly sensitive and require additional protection to preserve their significant qualities. Within all **Environmentally Sensitive Areas** Council shall prohibit, subject to obtaining legislative amendments, if necessary, any and all development, and shall limit activities to those which are compatible, if any, to the preservation of the area's qualities. Such areas may have the following characteristics:

i) habitat for rare, threatened, unusual or endangered plant and/or animal species and communities that are threatened or endangered within the City, Metropolitan Toronto, the Province of Ontario or Canada; or

ii) rare, high quality or unusual landform or geomorphological processes within the City, Metropolitan Toronto, the Province of Ontario, or Canada; or

iii) the ecological function of the area contributes significantly to the healthy maintenance of a natural ecosystem beyond its boundaries by serving as a wildlife migratory stopover or concentration point, or serves as a linkage corridor of suitable habitat between natural biological communities, or serves as a water storage or recharge area; or

iv) an unusually high diversity of otherwise commonly encountered biological communities and associated plants and animals.

47 Council shall consider those areas as shown on Map 4.2 as **Environmentally Sensitive Areas**, to which the **Environmentally Sensitive Area** Policies will apply.

48 Council supports the establishment of an Ecological and Environmental Advisory Committee that would be willing and capable of offering the City and, desirably, the other area municipalities expertise in subjects such as botany and wildlife biology, in order that the **Natural Areas** of the City are satisfactorily protected.

49 Council recognizes that **Natural Areas** and **Environmentally Sensitive Areas** are not synonymous with **Open Space** designations but that **Natural Areas** and **Environmentally Sensitive Areas** are components of the City's **Open Space System**.

50 Council shall encourage all appropriate governments and agencies within the Don River Drainage Basin (Watershed), and shall itself, in principle, participate within the limits of its jurisdiction, to regenerate the entire Don River to a natural form, function, and habitat.

51 Council shall undertake a Part II Plan and a Community Improvement Plan along that part of the Don River within its jurisdiction.

52 Council shall promote the planting of a variety of native trees in private and public spaces in order to promote nature within the City, reduce carbon dioxide, provide visual buffers to unattractive sites, and promote natural habitat continuity and linkages for wildlife.

To help achieve this objective, Council shall endeavour to establish a realistic and achievable target for native tree plantings.

53 Council shall encourage the preservation of existing trees on public and private property in the City, and shall seek legislative authority from the Province to prohibit the cutting of trees on private lands.

Explanation

People have a need to experience the natural world, an experience that is all too often impossible to find in large urban areas. "Those responsible for planning and designing cities have effectively driven nature out of town – not purposely, perhaps, but through ignorance of what is possible," British ecological planner David Goode told the Cityplan '91 Forum in May 1989. "Those fragments of the natural world which do survive do so only by chance, and we find people in many towns and cities trying to hold on to what is left because they feel increasingly dispossessed of nature."

People's "need for wild" (as Mr. Goode put it) is not an elite or specialized one. Many Torontonians expressed a fondness for nature, which was aptly summarized by the child who told Kidsviews, "I want to put more trees up than buildings." And, while contact with nature can most easily be indulged in existing, still-wild places (of the sort emphasized in this section), it is also one that can be gained in re-established, even fragmentary slices of natural life that have been re-introduced into the urban fabric. Mr. Goode described, with evident delight, a reclaimed garbage dump behind King's Cross Station in central London, where one small city boy looked into a jar full of pond water and exclaimed, "Blimey, there's things wot live 'ere." Our own Leslie Street Spit (a.k.a., Tommy Thompson Park) has been a similar, if much larger, source of unexpected wild pleasures being introduced into an urban area.

The policies outlined here seek to retain and, where necessary, restore and reclaim our natural ecological heritage, so that the Torontonians of today and tomorrow will have direct contact with the natural world and a better understanding of the balance of nature which is all too often under threat from human activity. Perhaps future citizens, armed with this direct understanding, will lend more fulsome support to the full range of environmental policies outlined in this chapter and elsewhere in this Official Plan. (Parks and other more "urban" open spaces are discussed in Chapter 5.3)

At present, the City has Ravine Policies in the Official Plan, which apply to the smaller ravines within the City and cover 22 specific ravine areas. The larger ravines (such as the Don Valley) are mostly under the jurisdiction of the Metropolitan Toronto Region Conservation Authority (MTRCA). The City also has designated Environmental Resource Areas (ERAs) in the Central Waterfront Plan. These properties are all publicly owned and have been renamed as ERAs in place of the more common term, "Environmentally Sensitive Areas" (ESAs) which were originally located and designated by the MTRCA.

The Natural Areas of the City (as defined in the policy statement) are to be found in the large and small ravines of the City, along the Waterfront, and to a lesser extent along the former shoreline of glacial Lake Iroquois (which runs east-west near Davenport Road). The purpose of the new policies is to extend, rationalize and enhance the City's ability to protect all significant natural areas, many of which are not covered by existing policies and are under threat. All new development that is proposed for sites adjacent to or within designated Natural Areas will be subjected to an environmental review process, which may recommend changes necessary to minimize any adverse impact on the Natural Area.

Furthermore, the policy seeks to clarify the boundaries of Natural Areas by basing the designation on inherent ecological criteria and dynamic ecological vitality (rather than delimiting areas by such a simplistic method as following an apparent tree line). This new approach will provide a stronger argument to defend the Natural

Torontonians have a "need for wild".

Areas from the all too frequent practice of extracting and developing small portions of the Natural Area, which, over time, incrementally depletes the natural heritage. This new approach also will make it easier to protect all the important components of a dynamic ecosystem and provide important linkages between the systems.

The policies outlined here also recognize that some Natural Areas are rarer, more fragile, and/or under greater threat than others and, therefore, need additional protection. These are designated as Environmentally Sensitive Areas (ESAs), where development will be completely prohibited. Such a designation might be used, for example, to protect the world-famous saw-whet owl haven among the shrubbery on Toronto Island; or to protect the rich stopover point for migrating birds which rest and refuel themselves in the fields behind Cherry Beach; or to protect rare species of wild flowers now established along the Leslie Street Spit; or to protect from excessive recreational disturbance, the sheltered waterways of the Island that provide thermal refuge for various now-rare species of fish.

Here, as elsewhere, the cooperation and support of other governments (especially Metro Toronto) is essential. After all, birds, fish and other wildlife are no respecters of political boundaries, and the pressures to develop ecologically sensitive areas come from all directions. This is a point well-made by the Royal Commission on the Future of the Toronto Waterfront, which makes a plea for inter-governmental cooperation to apply an ecosystem approach to cleaning up and developing the entire Toronto area watershed. But, in the absence of action by other levels of government, the City should proceed on its own and develop the kind of expertise necessary to implement an effective program. For this reason, the policy recommends that a special Ecological and Environmental Advisory Committee be established to make sure that the City receives the benefit of specialized advice from experts in appropriate fields.

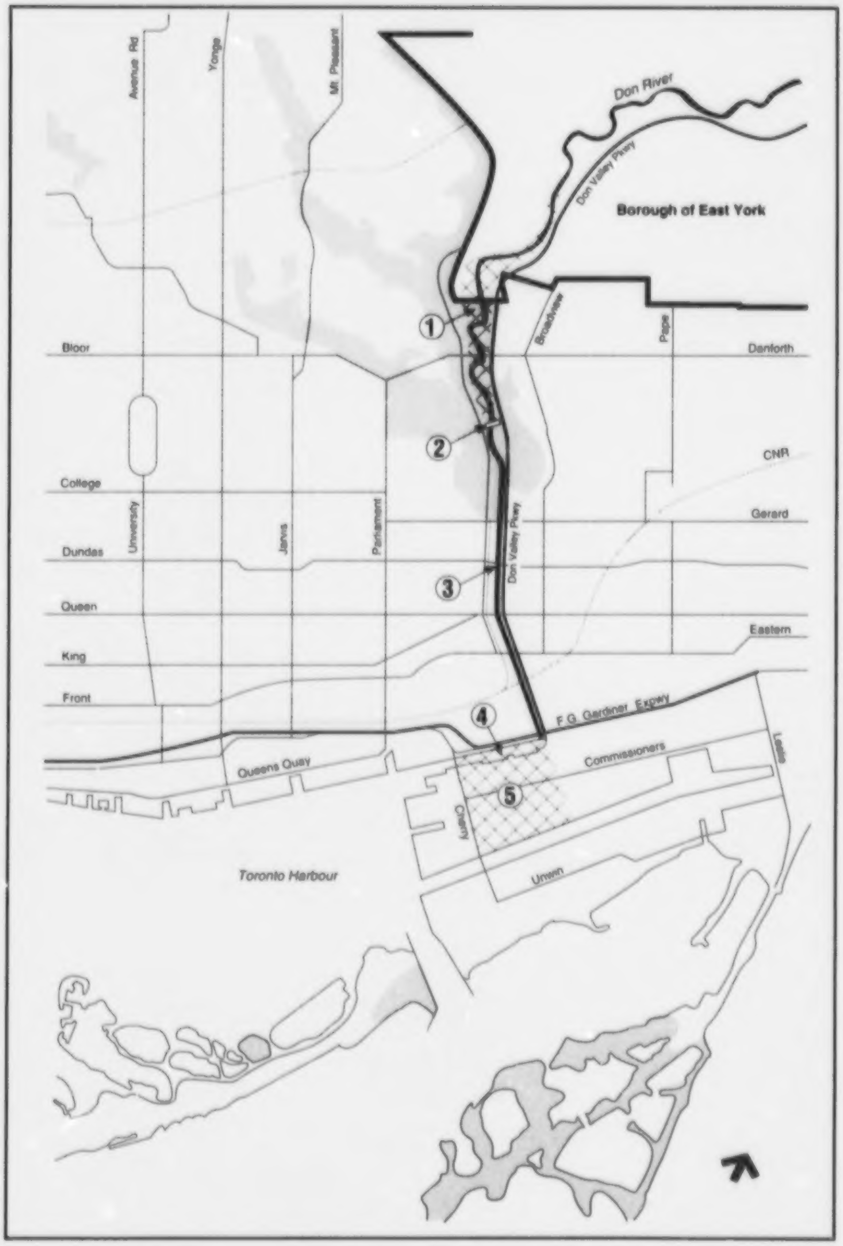
The City's Task Force to Bring Back the Don has initiated a process of review and public discussion to evaluate what is wrong with the Don River and what can be done to put it right. The recommendations of the Task Force will contribute to the reclamation of the Don as a natural river, rather than letting it remain as the "straightened sewer" it has become. The Don has the potential to reassume its own natural form and function, to once again be a vibrant habitat for native wildlife. It should become a naturally existing, operating and sustaining ecosystem of the valley in which it is found.

One potential solution that is currently being studied by outside consultants on behalf of the Task Force to Bring Back the Don is shown in Map 4.3. The concept has yet to be fully evaluated or approved by the City. The vision is to construct a marsh (the Viaduct Marsh) just south of Pottery Road, with a steepened canal linking it to a second wetland (a Port Marsh) to be created at the mouth of the Don between the present Keating and Ship Channels. The proposed Viaduct Marsh (really a system of ponds and wetlands) would be created using a two-to three-metre-high weir that would create, in the first instance, a silt and flood water trap which would ultimately fill with sediment and become a regenerated wetland of natural vegetation and wildlife. The weir would also increase the slope of the flow within the lower Don and hence help to flush silts that would otherwise accumulate by deposition in the lowest reach of the river (or extension of the lake). The Viaduct and Ashbridges wetlands could also come to act as a filter of water-borne contamination that would otherwise enter Lake Ontario

Map 4.3
Restoration Proposal for the Lower Don

▭ City of Toronto Boundary
▨ Existing Natural Areas

1 Viaduct Marsh (proposed)
2 Weir (proposed)
3 Urban Channel
4 Keating Channel
5 Port Marsh/Don Delta (proposed)


Avenue Rd
Yonge
Mt. Pleasant
Don River
Don Valley Pkwy
Borough of East York
①
Broadview
Pape
Bloor
Danforth
②
CNR
College
University
Jarvis
Parliament
Don Valley Pkwy
Gerard
Dundas
③
Queen
Eastern
King
Front
④
F.G. Gardiner Expwy
Leslie
Queens Quay
Commissioners
⑤
Cherry
Unwin
Toronto Harbour

Source:
Hough Stansbury Woodland Ltd., 1991.

Trees give character and beauty to the City's neighbourhoods and deserve protection.

The valley and its wetlands would be examples of regenerated natural areas, hopefully exhibiting similar assemblages of native plants and animals to those that were originally to be seen in the river and in the valley. The Don cleanup typefies the kind of opportunities and solutions that the new environmental policies of the City will encourage and facilitate. It represents an attempt to re-acquaint the City with its natural heritage and to re-assert and give prominence to the Don's distinctively natural features.

The City of Toronto has many trees along public streets, in public open spaces and in private gardens. The trees are important ecologically for the vibrant wildlife they sustain and the dynamic ecosystem of which they are a part. The trees are also considered to improve psychological health by passively providing solace to the "urban prisoners" of City environments. Trees also act to sequester carbon dioxide. They act to reduce the amount of carbon dioxide that remains in the atmosphere. To this extent they are also temporary storage bins of carbon dioxide which may otherwise contribute adversely to the global warming.

For these reasons it is important to promote the conservation and protection of existing trees, and the planting of new trees, on both public and private lands. Best suited to the Toronto environment are those that are native or indigenous, that is, those that are, or were to be naturally found in the area. However, trees in an urban environment are something of an anomaly in the scheme of creation and other trees may have to be planted where urban stresses are too great for native trees to survive.

4.3.11
Environmental Development Performance Standards

Recommended Official Plan Policies

54 **In order to improve the environmental quality of future development, Council shall, except where it determines otherwise, develop and employ to the extent of its legislative capacity, a comprehensive set of Environmental Development Performance Standards which shall cover, at a minimum, the following matters:**

i) car use reduction and car parking reduction;
ii) contaminant and pollutant emission reduction;
iii) waste management;
iv) energy conservation;
v) indoor air quality;
vi) storm water management;
vii) water conservation;
viii) noise and vibration minimization;
ix) pedestrian comfort (sunlight and wind);
x) environmental management of construction and demolition;
xi) contaminated land, its remediation, re-use, and contaminant disposal; and
xii) flood management and control.

55 Council shall seek to ensure that the Environmental Development Performance Standards are adhered to in new development and redevelopment by using all its powers of regulation and review, including Section 40 of the Planning Act.

56 Until such time as the Environmental Development Performance Standards are developed and implemented, Council shall request the proponents of any development over 10,000 square metres to provide an environmental report showing how the development has been designed to address, as appropriate, the environmental issues set out in the section above.

Explanation

Abstract calls for an improved environment through application of planning measures are all very well, and certainly reflect a growing political will among wide sectors of the population to support our environment. But specific performance standards are required to ensure that strong environment planning becomes a reality in the City of Toronto.

As we have noted throughout this chapter, under ideal conditions, many of the initiatives proposed here would be undertaken by other levels of government and incorporated in province-wide legislation and regulations (such as the Ontario Planning Act and the Ontario Building Code Act). However, in the absence of appropriate action from other levels of government, the City should take a leadership role and not hesitate to use all its powers to implement the necessary policies. City Council has already taken some important first steps by requiring proponents of major developments to provide, in the context of the Section 40 approval process, plans for waste reduction and management, water conservation, energy conservation, and automobile minimization, among other things. These initiatives should be expanded.

The proposed Environmental Development Performance Standards are designed to ensure that all new development will be environmentally sound. Establishing such clear rules should give confidence to a sceptical public demanding environmental reassurance and action. It should also provide both a fundamental level of certainty for developers and an effective way of streamlining the environmental review process. Ultimately, a simple checklist of environmental standards and guidelines that would apply to all development before approval is granted will be drawn up. This could take some time, however. Until this is completed, therefore, Council should require developers of large-scale developments (i.e., those in excess of 10 000 square metres) to submit an environmental report which sets out how each of the various environmental concerns will be met.

The Environmental Development Performance Standards are to be phased in as they are agreed upon. Some aspects of the intended standards are presently being employed in the review of submitted Plans of Development. These can be adopted as guidelines almost immediately. Other standards and guidelines may not be available for some time, but the intended target is for full implementation of standards in respect of all issues by 1996. Their introduction may be phased in, as from large to smaller sized developments. The various criteria, guidelines and standards to be used will also be subject to review and improvements will be announced as deemed feasible and appropriate.

Environmental Performance Standards are proposed for new developments.

4.3.12
Environmental Improvements to Existing Development

Recommended Official Plan Policies

57 In order to improve the environmental quality of existing development, Council shall encourage measures that are the equivalent to the Environmental Development Performance Standards to be voluntarily employed by occupants in the already built areas and neighbourhoods of the City.

To this end, Council shall provide information and public education programs to promote the adoption of the environmental policies in established neighbourhoods and in all industrial and commercial enterprises.

Explanation

As noted throughout this chapter, the environmental challenge facing Torontonians is so great that all citizens will have to alter their habits and their expectations. Torontonians, like people around the world, will have to "think globally and act locally", as the environmental maxim advises.

As far as the city fabric is concerned, making adjustments to new development will help, but not suffice. Existing developments will have to be made more environmentally sound, too. City Council, therefore, should continue to promote environmental consciousness among Toronto's residents, workers and visitors. Existing neighbourhoods, businesses and institutions should all become part of the solution, not remain part of the problem. More specifically, the City should develop standards and programs to help people renovate existing buildings and spaces in an environmentally sound fashion. Here as elsewhere, the City should use all its powers of persuasion to motivate other levels of government to contribute to the greening of Toronto.

4.3.13
Monitoring and Evaluating Council's Environmental Policies

Recommended Official Plan Policies

58 It is the policy of Council to monitor, evaluate and report periodically on the success of its environmental policies, its **Natural Area** and **Environmentally Sensitive Area** protection policies and its environmental objectives and standards.

59 Council shall establish a process within the City for the ongoing expression of local concern regarding environmental issues.

Explanation

To ensure that the intention, as well as the specifics of the environmental policies contained in the Official Plan are working out as anticipated and hoped for, City Council should be required to review periodically the results of the Plan. Moreover, to heighten public awareness and to benefit from the knowledge and experience of Torontonians, Council should establish an effective way for citizens to express their concerns regarding environmental issues. This ongoing consultation should become part of the overall monitoring process for the Official Plan. After all, an informed and alert citizenry is essential to the success of the environmental policies outlined in the Plan.

5
The Structure of the City and Its Public Areas

> "There is another view, a view as old as cities. A view that establishes the city not as an enemy, as a hostile battleground, but as our noblest and most challenging cultural creation. A love for the physical form of the city not just in grand actions but in the affectionate creation of a myriad of small gestures is ... the crucial third element in creating a Toronto worth living in."
>
> **Joe Berridge, Cityplan '91 Forum**

Cities exist in our minds and sometimes in our hearts. We experience them in many different ways: directly, as we live and move through them; and indirectly, by memory and imagination. We come to know them at different times of day, different days of the week, and different seasons of the year. We not only see them, but we also hear them, feel them, even smell and taste them.

Think of Nathan Phillips Square. Walking through the Square on a bright summer day, admiring the Peace Garden in full and fragrant bloom, smelling the sizzling hot dogs, and perhaps listening to a music concert or a speechmaker, provides a very different experience from visiting the Square on a frosty winter night, feeling the hard, cold ice, skating in time to the music, and admiring the surrounding city lights. What is true of Nathan Phillips Square at the collective, symbolic heart of our City, is equally true of every place we encounter during the daily round of our lives in the City, walking along the street where we live, visiting the Waterfront, or looking out the window at our place of work.

What governs and guides all our experiences of cities is their physical reality: their natural settings, their dominant street patterns, their significant landmarks, their characteristic architecture, and the other tangible features that have given them a three-dimensional presence. Sometimes that physical presence is grim, even life-destroying ... and sometimes it is pleasant and life-enhancing.

The topics grouped together in this chapter endeavour to build on Toronto's history and strengths. The next section, "Historical Context" looks at the physical evolution of the City, from an 18th century Colonial grid plopped down on the edge of a Great Lake in the wilderness, to a 20th century Modern Metropolis with many of the strengths and some of the weaknesses characteristic of late Automobile Age cities.

Then "The Physical Form of the City" analyses the current City, to identify what patterns, forms, and physical opportunities exist to enhance our collective physical well-being.

"Parks and Open Space" looks more closely at the open space system that provides one of the major formal elements composing the physical City. Parks and open spaces are more than "just" formal elements in the City. They are the location for many of our citizens' most cherished and enjoyed activities. But here, the emphasis is on their role in the structure of the City.

The section on "Heritage" recommends new policies to preserve and enhance our built and natural heritage, not only the "grand" and the "historically" or "architecturally significant" (which are undoubtedly important), but also the distinctive, the familiar, and even the locally cherished.

Finally, the section on "Neighbourhoods" emphasizes that Toronto is a City of neighbourhoods. In an era of change, like the one we are living through, we must remember and respect the notion that change must not be allowed to destroy what is most distinctive and most successful about our City. Neighbourhoods knit our City together. We must not allow change to drive it apart. Here the emphasis is on physical change, like residential intensification and redevelopment. The social, as well as other physical aspects of change, are discussed more fully at various other points in this report.

5.1
THE HISTORICAL CONTEXT: THE EVOLUTION OF THE CITY

> "As Torontonians we also realize that it is the creative human spirit, not mere bricks and mortar, that gives a unique sense of place to a City and imparts a sense of civic identity and continuity to her residents."
>
> "There are buildings, monuments and streetscapes which are personal touchstones in our lives and which tie us back to previous generations, to where we have come from ..."
>
> **Cityplan '91 Task Force**

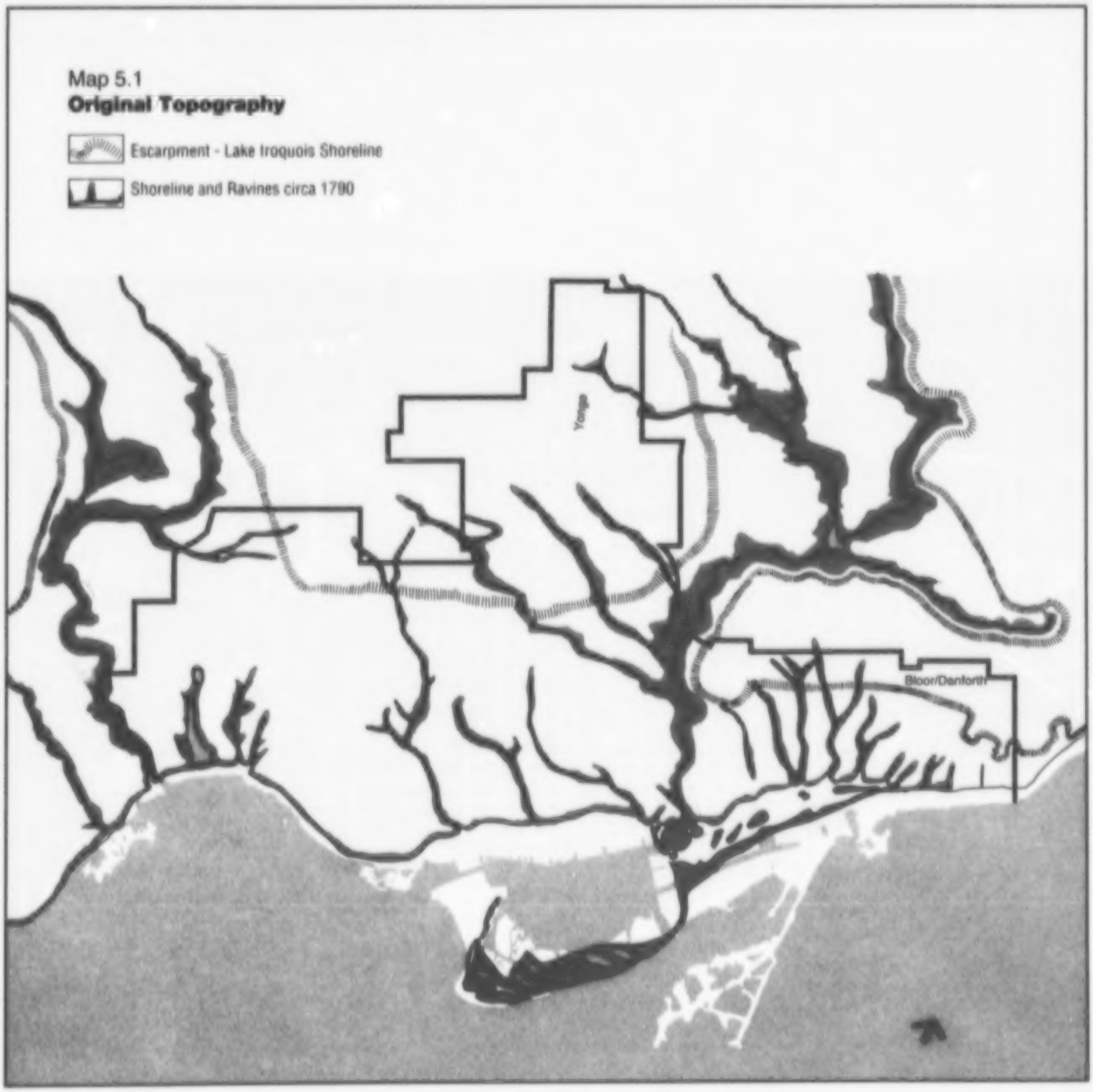
5.1.1
INTRODUCTION

Toronto's history, like the history of every city, is shaped by both time and place. "Origins are significant," geographer Edward Relph commented in his 1990 *The Toronto Guide*, "because once a pattern is set in place it will tend to be reproduced." Toronto's topography, the raw material for its future form, features a sheltered harbour and a once-forested plateau which gently slopes away from the Lake, toward the modest Escarpment which was once the shoreline for Lake Ontario's glacial ancestor, Lake Iroquois. The plateau is punctuated by ravines (many now filled-in) and by two major river valleys, the Humber to the west and the Don to the east.

Toronto's built-form – the pattern of its streets, the relationship between its buildings and its streets, and the architectural style of its buildings – were all shaped by successive waves of settlers and by both local and global forces.

For example, the typical, modest "Gothic Revival" style house, with its neat front lawn, brick facade, back yard, and rear lane access, was brought here by British immigrants who had a practical bent, a strong belief in home ownership, and a familiarity with this particular architectural form in their native towns and villages. This early residential pattern has given Toronto's neighbourhoods a predominantly low-rise and seemingly spacious flavour. By contrast, European cities that had developed earlier than Toronto were more densely packed, boasting larger and higher "tenement" buildings and "common gardens" close to their core areas.

Until recently, at least, this early relationship among street, front lawn, house, backyard and laneway was repeated and elaborated upon by successive waves of development. The predominant pattern was set at a particular point in time, borrowed from another place, yet adapted in a unique way to later styles of building. Torontonians' fierce defence of their low-rise, downtown neighbourhoods can be traced, in part, to their familiarity with and affection for this early, characteristic "Toronto" pattern.



Map 5.1
Original Topography

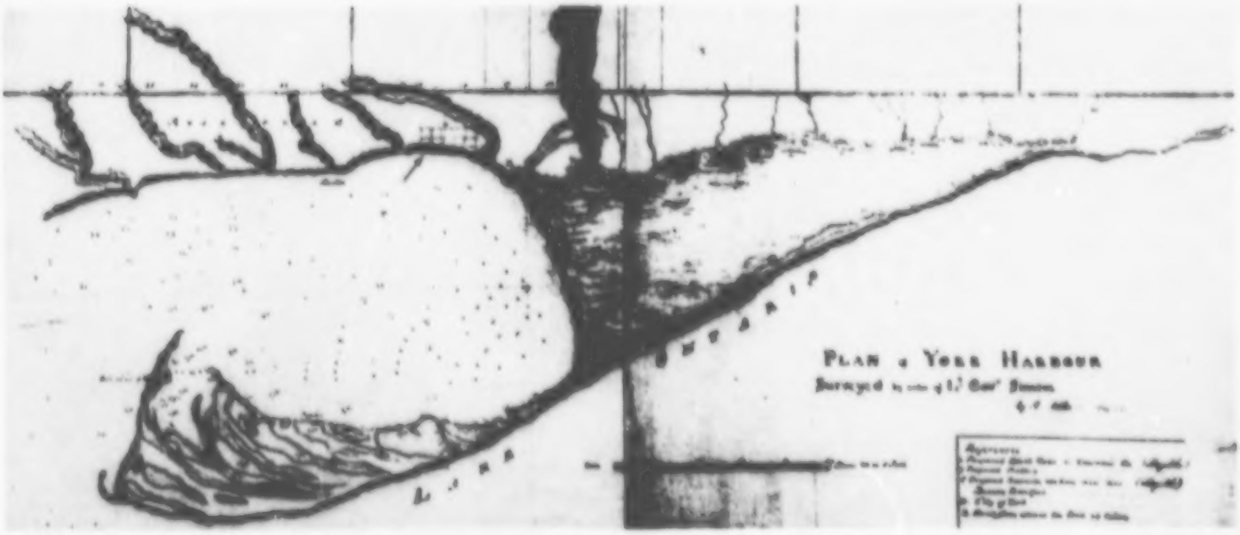
Escarpment - Lake Iroquois Shoreline
Shoreline and Ravines circa 1790
Yonge
Bloor/Danforth

5.1.2
Early Beginnings

Other aspects of Toronto's shape and form as a city were established early in its history. Evidence of native occupation of the Toronto area stretches back thousands of years. A tiny "effigy pebble" recently discovered in a North York backyard, indicates that native Canadians camped here as early as 4700 B.C. Other archaeological evidence indicates that native occupation was ancient and frequent, if transitory, and widely dispersed. A series of finds near Withrow and Broadview Avenues, overlooking Riverdale Park and the sweep of the Don Valley, indicate that natives made periodic camps here from about 4000 B.C. up until the 18th century. A hilltop at Eglinton Avenue and Avenue Road, at Allenby School, provided the site for a pre-Colombian, proto-Huron village around 1450 A.D. And during the 1670s and 1680s, on a high plateau overlooking the Humber River at what is now Baby Point, the Seneca lived in another palisaded, longhouse village known as Teiaiagon.

While native settlements may have been sparse and short-lived, native occupation and activities did leave a lasting impression on Toronto. Davenport Road, for example, follows an ancient native trail, diagonally across the City along the Escarpment; Indian Road near High Park was laid out as a "road" by John George Howard in the mid 19th century along the path of another trail; and various roads along the edge of Lake Ontario and the Don Valley Parkway all follow earlier routes established by native Canadians.

Etienne Brulé became the first white person to see Lake Ontario and the future site of Toronto in 1615. For the next century and a half, anonymous voyagers and legendary explorers, like Jolliet and LaSalle, passed this way. Many followed the ancient "Toronto Carrying Place", along the Humber River, past Teiaiagon, and northward toward Lake Huron and the Interior. To exploit

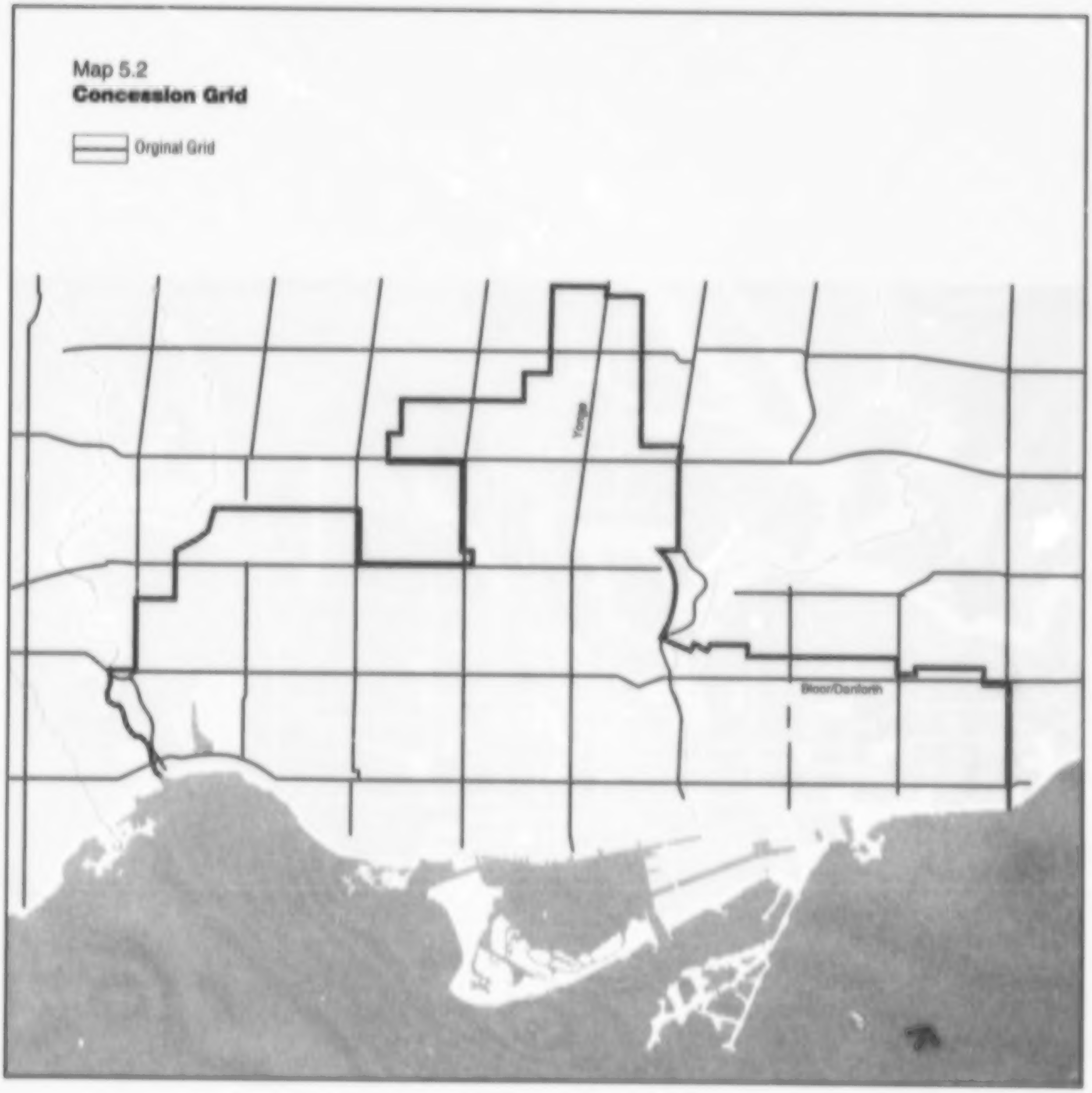


Lord Simcoe's townsite: the beginnning of Toronto.

the rich fur trade, the French built a series of fortified trading posts. The last and largest of these was Ft. Rouillé, which was deliberately burnt by its garrison after the French defeat on the Plains of Abraham in 1759. Its outline can now be seen on the southern edge of Exhibition Park.

But it was undoubtedly the British who left the most lasting impression on the future form of Toronto. By the time Upper Canada's first Lt. Governor, John Graves Simcoe, arrived to hack a capital city out of the wilderness in 1793, the American War of Independence had been concluded and a number of American cities, including New York, Boston and Philadelphia, had already emerged as international urban centres.

With the wilderness at their backs, Simcoe and the early inhabitants of York devoted their energies more to scrounging a living (and erecting defences against the unpredictable Americans) than to planning and building the city beautiful. Torontonians' practical, utilitarian interests were established early. Lt. Governor Simcoe's economical ten-block townsite, overlooking the crystal waters of the Bay, was an understandable, if unimaginative beginning. The major streets at this time included Yonge Street, which was being built to replace the old water routes northward; Front (or Palace) Street, which ran parallel to the Lakeshore; and King Street, which became the main east-west commercial spine. Toronto's seemingly inexorable street grid pattern harkens back to the concession roads first laid out by Simcoe's surveyors. (See Map 5.2)



Map 5.2
Concession Grid

Orginal Grid
Yonge
Bloor/Danforth

5.1.3

Early Commercial Expansion and Industrialization

By the 1840s Toronto was becoming a thriving commercial port city, which Charles Dickens described as being "full of life and motion, bustle, business, and improvement." Simcoe, of course, had located Toronto (or York) here, because it provided the best natural harbour on the north side of Lake Ontario, and because it was both more distant from the border with the independently-minded Americans than other sites and supposedly more readily defensible. While Toronto's defensive advantages proved to be illusory (the Americans successfully invaded the town twice during the War of 1812), its harbour was (and is) a tremendous asset.

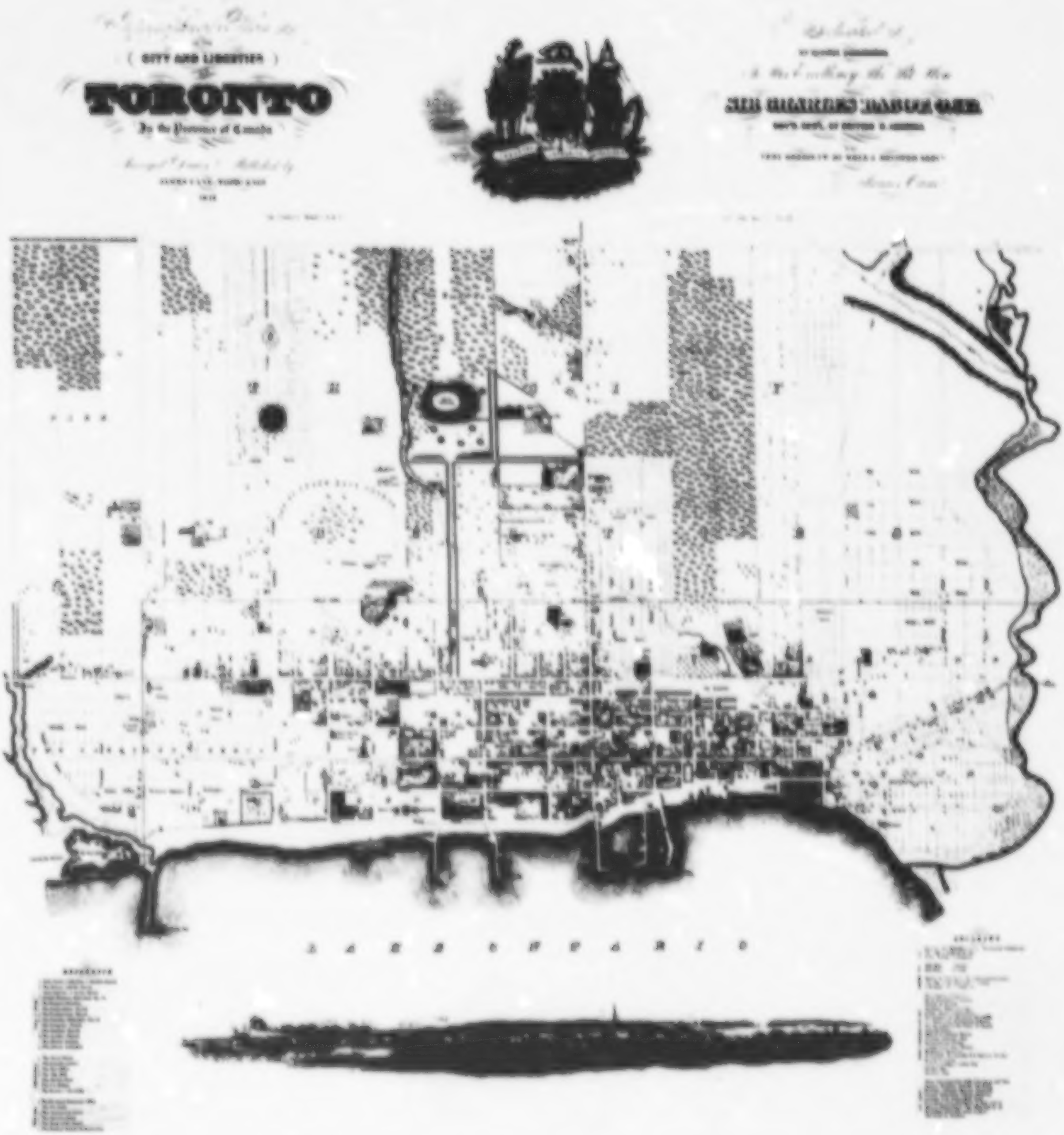
Unfortunately, not many buildings remain from Toronto's early history. The Lighthouse on the Toronto Island is the oldest building still standing on its original site and was built around 1808. The buildings of Fort York (1813–1815) are now designated as National Landmarks, and replaced the earlier fort, which was blown up during the first attack by the Americans in 1813. The Grange (1818) and Campbell House (1822) display the hallmarks of Georgian elegance and simplicity. Colborne Lodge (1837) was built by architect John George Howard, who bequeathed it and its surrounding High Park to the City. The facade of the City's second City Hall (1844) is to be seen at the old St. Lawrence Market. Trinity Church, from the 1840s, is a pleasing contrast to the glass and steel of nearby Eaton Centre. And Osgoode Hall and St. Lawrence Hall are splendid examples of a more ornate classical public architecture.

The Railway Age, which came to Toronto in the 1850s, brought prosperity, development and an altered relationship between the City and its Waterfront. Unfortunately, from the perspective of public amenity and urban design, the opportunity to develop the Waterfront as a public asset featuring a grand promenade was lost when the shoreline was extended southward from Front Street and devoted to railway and industrial use. A barrier was created between the City and the Lake, which is only now beginning to be overcome.

Not for the last time, industrial interests triumphed over a more general public interest, as policy-makers adopted a strictly utilitarian approach to city-building. European debates about urban design – for example, about the pros and cons of such intriguing ideas as the grand, diagonal boulevards that Baron Haussmann threw across Paris in the 1860s – caused barely a ripple of interest in Toronto. The Esplanade as a promenade was lost to the railways. An earlier 1830s proposal to make Wellington Street a grand boulevard between two prominent public squares, Clarence Square and Victoria Square, was also pre-empted with the industrialization of the surrounding areas.

Three railway lines had converged on Toronto in the 1850s, helping it to consolidate and expand its rich agricultural hinterland. The City gained year-round, secure communication with the Interior. Moreover, it gained direct connection not only to Montreal in the East, but also to New York City and to major centres in the American Mid-west – connections that remain important to Toronto's economic life today. As the railway network expanded, so did Toronto's prominence not only as a communications centre, but also as a commercial, industrial and financial centre. And the local landscape reflected these changes.

Before the railway age of the 1850s, Front Street was a wide promenade and there were no barriers to the lake.


CITY AND LIBERTIES
TORONTO
SIR CHARLES BAGOT
LAKE ONTARIO

By the 1840s the pattern of major downtown commercial streets was already established.

During the last quarter of the century, the Port area expanded along with the railways. Large grain silos, warehouses and manufacturing establishments aligned themselves along the lakeside rail corridor. Elsewhere in the City, many three- to five-storey industrial buildings were being built, for example, in the area now known as King-Spadina, and further west, including the Massey Harris farm implements manufacturing complex dating back to 1884, which was only recently demolished. These buildings generally covered the entire lot, from front to back and side to side, and were built with their formal face toward a principal street. Loading facilities were tucked behind the buildings, off a rear lane.

By the latter part of the 19th century, major changes in construction technology, which would lead to major changes in urban architecture, were emerging from Chicago. Although settled after Toronto, Chicago underwent a tremendous population explosion: by the time of the disastrous fire in 1871, Chicago's population had reached 300,000. The rapid reconstruction of the city after the fire ushered in a distinctive "Chicago style" of architecture, as well as the world's first skyscrapers. Aided first by the hydraulic, and then by the electric elevator, Chicago's skyscrapers reached 16 storeys before the turn of the century.

The impact of these changes was felt worldwide. Toronto was no exception. By the turn of the century here, buildings 10 storeys or higher had sprouted along Bay Street, south of Queen. Bay and King became the focus of the City's banking institutions, while Queen and Yonge became the main retail intersection where the T. Eaton Co. and the Robert Simpson Co. had been facing off against one another since the early 1880s. Simpson built the City's first "departmental" store, the splendid six-storey section on the corner, which imported the steel-skeleton style being developed in Chicago at that time. A nine-storey addition built in 1907 made Simpson's the largest retail establishment in Canada.

Residential buildings of the era tended to be one-storey Gothic Revival cottages; larger, three-storey Gothic Revival brick semi-detached houses; or more elaborately picturesque three-storey Queen Anne style brick detached houses. Examples of these still abound in areas like Yorkville, Cabbagetown and the Annex. New residential streets with narrow lots filled in the basic concession grid pattern. Most of these residential streets ran north-south, while the main commercial streets, apart from Yonge Street, more often ran east-west, a pattern that remains to this day. Some smaller east-west streets were developed for housing, but they were often irregular, and seemed unplanned, provoking later outbursts against unbridled speculation.

The advent of the Railway Age in the 1850s brought industry to the waterfront.

By the turn of the century, 10-storey buildings along Bay Street were marking the beginnings of the Financial District.

5.1.4
The Emergence of the National Metropolis

The construction of the Bloor Street Viaduct in the 1920s, city-building through major public works.

Sherbourne Street: a typical turn of the century residential street.

By the turn of the century, Toronto was on the verge of becoming a national metropolis. Yet, as Toronto grew, its citizens maintained a natural scepticism with radical change, as geographer Jim Lemon argues in *Toronto Since 1918*, which has contributed to a very sound, conservative approach to civic management, an approach which, as we have seen, has led to a consistent rejection of grand schemes and major shifts. Even waves of immigrants from many countries of Europe adopted this practical, no-frills version of what civic life should be. Many immigrants, of course, were attracted to the City to work on its major public works, such as the Romanesque Old City Hall which was completed in 1898; the Bloor Street viaduct which was built across the Don Valley in the 1920s; and the R.C. Harris Filtration Plant in the Beaches area, which was completed in the late 1930s. The contribution of the City's immigrants to the latter two projects is immortalized in Michael Ondaatje's novel, *In the Skin of the Lion*, the 1988 winner of the City of Toronto Book Award.

The advent of the electric streetcar in the 1890s allowed the City to expand in the early part of this century northward along Yonge Street past Bloor Street, eastward along Queen Street towards the Beaches area, and westward along King and Queen Streets toward High Park. Commercial activities continued to expand in the City's downtown, particularly along Bay and King Streets. And, as a result of the disastrous fire in 1904, many of the older lower-rise structures were replaced with new commercial buildings, such as the Toronto Dominion Bank building at Yonge and King built in 1914 and the Traders' Bank building at the north-east corner of Yonge Street at Colborne (1906), which contained a greater building mass and approached the scale of skyscrapers in various neighbouring American cities.

The base of these buildings conformed to the established streetline and were topped off with a cornice line which was at roughly the same height from building-to-building along the same street. A pleasing visual connection was imposed on the inherently diverse nature of buildings constructed in different styles and eras. An attempt was made to maximize light penetrating into the buildings by incorporating the newest innovations in window design from New York and Chicago. Like their predecessors, however, the new buildings were built from property line to property line, with their public faces gazing on the major street and blank walls adjacent to the other lot lines.

The residential areas that sprang up along the streetcar lines at this time were dominated by semi-detached houses with wide dormers and deep porches, although a more dramatic intervention was introduced by the three- and four-storey "streetcar apartment buildings", examples of which are still visible along many arterial roads, like King Street in Parkdale or Broadview Avenue east of the Don River. This resulted in a much more compact and dense population than many other North American cities of the day.

In the early part of this century, civic reformers, inspired by the 1893 Chicago World's Fair, promoted the "City Beautiful" movement, which featured grand diagonal boulevards and Classical Revival architecture. Influenced by these ideas, other Great Lakes cities (like Detroit, Cleveland and Buffalo) hired planners and architects such as David Burnham of the Chicago Plan to design and implement these grand gestures. But the solid burghers of Toronto rejected such utopian temptations by electing councillors who opposed these schemes. As a result, despite exhortations from the Guild of Civic Art, which dated back to 1906, Toronto's Councils repeatedly defeated attempts to impose "city beautiful" order on Toronto's tangled web of east-west residential streets. The closest Toronto came to implementing a city beautiful proposal was with the design of University Avenue south from Queen Street. This represented a variance from a 1912 plan which proposed a new north-south road (Federal Avenue) between York and Bay Streets. The Avenue was intended to terminate in a major square north of Queen. Neither road nor square was ever created.

In 1929, the Bank of Commerce completed what was then the tallest tower in the British Empire at the corner of King and Bay Streets. This building and the Royal York Hotel, which was also constructed in the 1920s, changed both the relationship of the building to the street and the nature of the silhouette it projected against the sky. The new buildings were not built entirely to the party wall. Instead, they were designed to be viewed "in the round", much as the Empire State Building and the Chrysler Building were in New York City. Thus, above the base, these buildings were stepped-back in a "wedding cake" fashion, to maximize the penetration of light and to provide a singular landmark against the City's skyline. At the base, however, these buildings retained a relationship to the street that was similar to earlier generations of Toronto's commercial and industrial buildings; they extended from lot line to lot line.

The completion of these two buildings and of the Canada Life Building at University Avenue and Queen Street spawned a great deal of speculative activity in the City. A large number of downtown blocks were cleared in the late 1920s and early 1930s in anticipation of future development schemes. Unfortunately, the great vacant blocks remained longer than anticipated. First the Depression and then the Second World War intervened and the downtown saw few major new buildings completed until the 1950s. In fact, the Eaton's store at College and Yonge Streets, which was to have been 60 storeys high, was capped at seven storeys, while the Bank of Nova Scotia building across the street from the Bank of Commerce Tower was designed in 1929 but not built until 1949-1951. Many of the vacant lots in the downtown remained in either a derelict state or served as parking lots until the 1960s.

The Depression hit Toronto hard. The real estate market stagnated; business retracted; and unemployment soared. And the physical form of the City remained more or less unchanged for three decades.

A 1920s view of Yonge Street north of King Street.

Downtown in the 1940s: there was little growth or redevelopment in the Depression and War years.

5.1.5
The Post-War Era

But the seeds of social change were planted by the dramatic post-War immigration boom. Italian and Greek, Polish, Ukrainian and Hungarian were heard much more frequently on the streets of the City. And Toronto's legendary Puritanism began to soften: alcohol legislation was relaxed, ever so slowly; professional sports were allowed to be played on Sunday afternoons; and street life became a little more animated. The buttoned-up quiescence of former years was being dispelled.

Like their predecessors who had built earlier public works, the new immigrants made their contribution to the construction of the City. They helped to build Toronto's first subway, which opened amid much hoopla in 1954. Toronto's utilitarian

Urban renewal 1950s style – the building of Regent Park.

Moss Park: eliminating the existing street pattern and creating superblocks.

subway may have lacked the grandeur of the Paris or the Moscow Metros, but it was undoubtedly cleaner and safer than many of its American counterparts. The completion of the subway dramatically altered the pattern of development in the City by encouraging concentrations of buildings near major stations along its route. Bloor-Yonge, Yonge-St. Clair, Yonge-Eglinton are earlier examples; while Queen-Yonge and Yonge-Sheppard represent some current areas of heightened development activity.

The new immigrants also worked on constructing portions of a new expressway grid, such as the Gardiner Expressway, which reinforced the barrier between the City and the Waterfront; and Highway 401, which ran across the northern edge of the urban area.

The 1950s saw the construction of Don Mills, which was the first completely planned, post-War "new town suburb" to be built in the Toronto region. It followed the principles of strictly separating residential from non-residential functions; relied on automobile transportation; and generally mimicked the vast developments sprawling across suburbia south of the border.

Pressure to develop the outlying area was intense in the post-War period. In order to overcome the fragmented political jurisdictions that were seen to be impeding this development, the Province established Metropolitan Toronto in 1953. Metro was a federation of the City and its surrounding suburbs, whose mandate was to provide the services, especially the hard services like roads, sewers and water mains, that would allow the area to grow in an economic and efficient manner.

By this time, however, the physical form of the City itself was pretty well established. Its residential districts were generally built-up. The City's population soared, reaching a peak of 712,786 in 1971. Many newcomers shared flats in the characteristic Toronto "Bay 'n Gable" Gothic Revival houses located in inner-city areas, demonstrating the versatility of this type of housing stock by transforming what were originally built as single family dwellings into multiple unit apartments.

This era also saw the well-intentioned but ominous beginnings of "urban renewal" - what Edward Relph described as "clean-sweep planning ... when it was confidently believed that the only way to deal with urban problem areas and slums was to tear them all down and start with something clean and fresh" ... regardless of what the people being "clean-swept" out of their homes might think of the idea. Regent Park North, completed in the late 1940s, was Canada's first post-War public housing project. It was designed as a "superblock" development, which ignored the existing street pattern and separated the car from pedestrian activities. The superblock model was repeated later in Regent Park South, Don Mount, Alexandra Park, and other smaller projects scattered throughout the City.

Fortunately, the prudence and practicality of Toronto's citizens resisted embracing urban renewal as a panacea for all the City's ills. A strong tradition of community-based activism in established middle-class neighbourhoods like the Annex, coupled with the hard work of community activists in threatened working-class areas like Don Vale and Trefann Court, prevented many of the excesses of urban renewal that cut a swath through the downtowns of many American cities.

5.1.6
The Impact of Modernism

The downtown core began to change dramatically in the 1960s, bringing "Towers and Tunnels" to the Financial Core, as Edward Relph summarized the physical results of the Modern era in Toronto. The changes in this period were set firmly in the Modern architectural tradition, which had its origins in Germany near the beginning of the 20th century. At that time, some of the world's future leading architects, including Walter Gropius, Ludwig Mies van der Rohe, and Le Corbusier, gathered to work together in an architectural practice run by Peter Behrens. Their work was to revolutionize architecture and the way cities look and work. Curiously, some of the early inspiration for these pioneers was derived from the utilitarian grain silos, railways and modern industrial establishments found in Canada (and Toronto) at the turn of the century. The resulting International Style of architecture favoured clean, pure, mostly rectilinear forms for their skyscrapers.

Two sets of buildings helped usher the Modern era into Toronto: the new City Hall and the Toronto Dominion Centre. The design of Toronto's City Hall was the subject of an international competition, which generated over 500 entries and was won by Viljo Revell of Finland. Completed in 1965, the new City Hall has become one of the City's best-loved buildings and has left the City with a generous and attractive open space that is used intensively all year-round. It has also illustrated the glorious potential offered by well-conceived and well-executed "Modernism" – a potential which, unfortunately, has seldom been exploited since then.

The mark left on Toronto by Mies van der Rohe and the TD Centre has been more ambivalent. Modelled after the Seagram Building in New York City and the Federal Building in Chicago, the first stage of the TD Centre was built between 1964 and 1971. It grafted a radically different formal relationship onto the existing fabric of the City. Unlike the older industrial and commercial buildings, the new skyscrapers were set well back from the street at the ground level and were surrounded by open plazas. The soaring towers were designed to be profiled against the sky from their tops straight down to the ground. The historic relationship which had up until then existed between buildings and streets, with the buildings' base structures stretching from lot line to lot line, was violated and replaced by undefined, corporately-owned plazas at street level. Moreover, the setback and the lack of retail activity at ground level has tended to detract from the vitality of downtown, especially during non-work hours. Because of this, and the harsh microclimate created by the towers and their spaces, the plazas have all too often been wind-swept and devoid of human activity.

The other innovation introduced by Mies van de Rohe was the underground mall, which essentially transferred a suburban concept (the shopping centre) into a downtown context, plunged it underground and connected it to the subway system. A similar approach was adopted in Montreal's Place Ville Marie, though Toronto's underground system now represents one of the largest in the world. It extends under many blocks to connect most of the buildings in the Financial

The construction of Mies van der Rohe's Toronto Dominion towers introduced "modernism" to the Core.

Core with the subway and with Union Station, which is the hub of the regional transportation system. The underground mall system has the virtue of providing comfort in a cold climate, but has also sucked some of the life from the streets overhead.

The Toronto Dominion Centre was followed by I.M. Pei's Commerce Court design, which also adopts a tower-in-the-plaza approach, but does so in a rather unique way. It incorporates the historic Bank of Commerce Building and creates a delightful and well-used open space, which is framed by buildings from many different eras.

By the beginning of the seventies, Toronto bore little physical resemblance to the essentially "overgrown town" that it had been immediately after the Second World War. To be sure, it was still wedded to its practical, utilitarian past. The expansion of the subway system along the Bloor-Danforth line was cost-effective, sensible and modest. The stations did not exhibit any attempt to create grand spaces. The new subway did, however, provide an important east-west rapid transit axis through the middle of the City and linked the suburbs to the City Core.

The population using the subways had changed yet again. It was now decidedly multi-ethnic and multi-racial, with many arrivals from the West Indies, South America, and Asia. And for the first time in 1976, the majority of the City's population traced its origins to places other than British Isles.

Many of the City's new arrivals lived in high-rise residential buildings which had been introduced to the City in the early 1960s. Drawing from Modernist precepts and evolving from technological innovations in building construction, these new residential structures were placed in tower-in-the-park settings, often within superblocks which, as mentioned earlier, ignored the surrounding street pattern. These complexes represented a radical departure from Toronto's traditional approach to residential architecture.

The St. James Town apartment complex, composed of 18 high-rise buildings which were built between 1959 and 1970s, provides perhaps the most dramatic example of this type of private, high-rise residential development. Set on a completely privately-owned parcel of land, these buildings, like their Modernist cousins in the Financial Core, departed radically from the traditional relationship between buildings and streets. The site included 32 acres of deteriorating (some would add salvageable) Victorian houses which were demolished, erasing all other vestiges of the past, except for one school at the centre of the complex. Most of the site was enclosed as a "superblock"; and the surrounding road grid was stopped at the boundaries of the complex. Initially, the buildings were intended to respond to changes in the City's demography: to appeal to a growing number of singles and young couples without children. Over time the complex has been transformed into relatively cheaper rental housing and has become one of the major immigrant-reception areas in the City.

During the 1970s and 1980s, Toronto's role as the country's leading national and international banking and financial centre was solidified. During this time Toronto overtook Montreal, its traditional rival for hegemony in the field of commerce, as the nation's pre-eminent centre of finance.

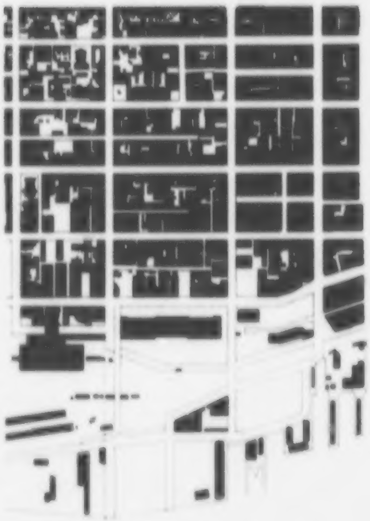
5.1.7
The Reform Era

With development booming and the City undergoing constant physical transformation, a new kind of citizen activism emerged from Toronto's neighbourhoods. As a result, in 1971 the Provincial government was forced to permanently abandon plans to complete the Spadina Expressway, which was to have penetrated into the heart of the downtown core from the suburban extremities in the north-west, cutting a broad swath through existing neighbourhoods in the process. Plans to complete an expressway grid across the Metropolitan area were consequently never realized. In other parts of the City, tenacious opposition was mobilized against the destruction of existing neighbourhoods and their replacement with high-rise towers, like those looming in St. James Town. The result was the election of a Reform Council in 1972.

The 1976 Central Area Plan, therefore, was drafted against a backdrop of growing disillusionment with some of the changes wrought by the imposition of "Modernism" on the traditional structure of the City. The thrust of the Plan was to preserve existing neighbourhoods, to introduce mixed-use buildings and housing into the City's Central Area, and to build on the strengths of the City's excellent transit system. No other city in North America, with the exception of New York City, could boast a higher transit usage by people travelling into the downtown Core during peak hours. Since this time, the City has consistently refused to accommodate the automobile at the expense of the quality of life in its neighbourhoods and in its Core Area.

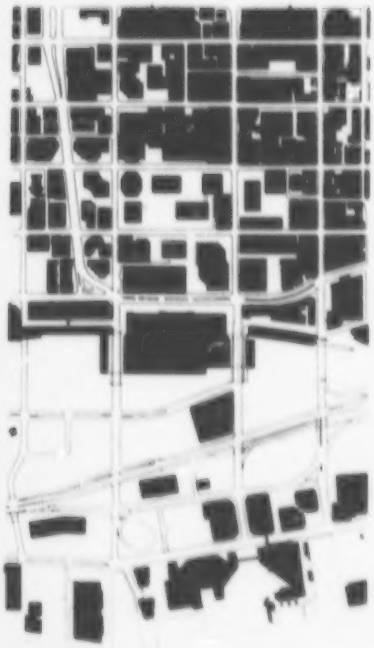
In the late 1970s and throughout the 1980s, the relationship of buildings to streets underwent another transformation in the Financial Core. Based on the principles developed in the 1976 Plan, high-rise buildings were free to stand tall against the sky, as they had been in the previous decade, but their bases extended once more to the street line, as they had in the first half of the century. They therefore created, once again, a much more defined street wall along the length of an entire block. City-building in this period also attempted to return active pedestrian-oriented retailing to street level, something which had been almost dogmatically rejected by the "modern" architects of the 1960s and early 1970s. The scale and grain of the City's street pattern, however, had already been unalterably transformed. Most of the small lanes and even some of the streets which had previously existed in the downtown Core have vanished under the superblock developments of the day.

The introduction of housing into the Central Area proceeded at a rapid rate and can be counted as one of the 1976 Plan's major accomplishments. The individual buildings, however, were not without problems. While rejecting the tower-in-the-park type of developments that had characterized previous decades, the newer residential buildings were architecturally less successful than the commercial buildings of the same era. The towers remained, while the landscaped areas surrounding these buildings were eliminated without being replaced with adequate parkland. Consequently, there developed a dearth of park space and landscaped open areas along streets like Bay south of Bloor. The relationship of the buildings to the street remained ambiguous with many buildings set back or angled away from the street. The challenge to find a successful way of integrating high-density residential buildings into the City's fabric remains to be resolved by this and future generations.



The downtown street pattern in 1924 was finely grained with many laneways and small streets

5.1.8
The Recent Past and Future Directions



The redevelopment of the Financial Core has taken place on "superblocks", eliminating most lanes and some small streets.

In recent years, as the Toronto region continued to sprawl outward onto adjacent farmland, City development moved south of Front Street and the Core Area and began to spread out along the Waterfront, at long last bringing the City closer to the Lake. These changes, however, were not without controversy ,with critics charging that the new buildings were throwing an additional barrier across the lakefront. The construction of the Skydome on the Railway Lands site, which was also not free from public controversy, does at least represent the first attempt in 140 years to build a bridge across the barrier originally erected by the railways when the Esplanade shoreline extension was created in the 1850s.

Continuing the process of redefining the City's relationship to its Waterfront will, no doubt, remain one of Toronto's major challenges and preoccupations in the future. As will the City's struggle to become re-acquainted with its natural environment and to develop environmentally-sound ways of building a city.

History imposes constraints, but it also gives guidance. The traditional reluctance of Toronto's citizenry to embrace change for the sake of change has left the City with many of its neighbourhoods in tact, with a solid public transit infrastructure, and with relatively few scars from excessive urban renewal. Some changes have been for the better, and some have not. But through it all, Toronto has somehow managed to retain a decent quality of life for most, if not all, of its citizens. Cityplan '91 attempts to build on the City's historical strengths and to expand on just how the future physical development of the City can maintain the quality of life of its citizens. How buildings should frame and relate to streets and other public open spaces; how housing can be provided in a pleasing and humane fashion; and how public amenities which address community needs can be integrated with the fabric of neighbourhoods. These are among the questions that must be answered, to the best of our ability, in the policies recommended in the remainder of this chapter.

5.2
THE PHYSICAL FORM OF THE CITY

> "Our Task Force has departed from the traditional approach of dealing with anticipated built form through control mechanisms such as zoning densities. We have come to realize that these abstract density numbers only have significance in the manner in which they are translated upon the urban landscape ... As well as considering permitted densities, our Task Force has stressed the importance of reviewing and controlling the heights and massing of buildings in terms of light, wind and view impacts; effects on open space; effects on street life and streetscape; and ecological soundness."
>
> **Cityplan '91 Task Force**

Torontonians are deeply interested in the physical form of their City, as various notable controversies over "development" indicated both before and after the last civic election in November 1988. In fact, this interest is not a new phenomenon, as we learned in Chapter 5.1, the "Historical Context". "Citizen power" thwarted various expressway and urban renewal schemes in the 1960s and early '70s that would have radically altered downtown neighbourhoods and would have demolished such now-cherished local landmarks as the Old City Hall, Trinity Church near Eaton Centre, and Union Station.

The Cityplan '91 process confirmed that Torontonians care about their physical environment. Many respondents to the Cityplan '91 survey mentioned favourite places, like outdoor markets, public buildings, particular streets, distinctive neighbourhoods, and especially the Lake. In fact, 41 percent of the special places mentioned were Waterfront locales, with the Toronto Island leading the list of favourite "City places". Waterfront over-development was also the most frequently criticized aspect of the City's built environment, with the scale of recent development in the downtown core also receiving a good deal of criticism.

One couple who answered the Cityplan survey took a long-range view of our City's physical development, especially of its public architecture, that we emphasize in this chapter. They want to see "more effort and dollars spent on municipal projects and buildings so that in 100 years time there are still structures, buildings, people places to be cherished."

The policies collected in this chapter are designed to preserve, protect, and elaborate upon the best of Toronto's physical forms and patterns. Architectural quality, of course, resides in a myriad of details, both great and small. Of necessity, the policies outlined here are general. They discuss important issues, identify general objectives, and lay the groundwork for the much more detailed work which must follow when particular streets, spaces, buildings, and districts are analysed.

Some may suggest that creativity and architectural "quality" cannot be legislated. But mistakes can be avoided (like blocking stunning views or demolishing important landmarks). "Successes" can be recognized and reinforced (like maintaining harmonious streetscapes). And the conditions necessary to foster creativity can be supported (like recognizing what the Cityplan '91 Task Force called "the rarity, beauty, delicacy and social importance of genuine art", and helping our City's creative artists remain in the City). "Throughout history," San Francisco planner Dean Macris emphasized at the opening Cityplan '91 Forum, "urban form has been legislated." Design guidelines are not a new idea, but their acceptance is new to Toronto, being included for the first time in this Official Plan in a comprehensive way.

The city-making process is a continuous and complex one, requiring the involvement and, ideally, the collaboration of both the public and the private sectors. "The public sector," Barcelona planner Joan Busquets summarized at the Cityplan '91 Forum, "must have the idea of the city. Then, private developers can be convinced to share the ideas." The discussion which follows emphasizes the role of the public sector in promoting the finest possible future physical form for our City.

5.2.1
SUMMARY

The urban design policies proposed in this chapter address the relationships between buildings and open spaces that give the City form and structure. The policies deal principally with the public realm of the City, and with private development as it affects public places.

They address issues such as the need to intensify the City's built fabric and improve the qualities of its public places, while retaining the essential urban patterns that contribute to its character and identity. The policies respond to important quality of life and environmental objectives, such as:

i) the need to preserve the City's significant natural, cultural, and historic features by identifying and enhancing important City patterns of topography, watercourses, streets, views, landmarks, historic buildings and open spaces, and neighbourhoods;

ii) the need to enhance pedestrian comfort by encouraging building forms that promote sunlight and minimize undesirable wind effects in pedestrian areas;

iii) the need to improve the quality of streets and other urban open spaces by encouraging buildings that support and enhance pedestrian activity; and

iv) the need to forge new links to the natural environment by implementing extensive street landscaping and an overall landscape plan for the City.

The chapter begins with an explanation of the role of urban design and a discussion of the urban design policies of the 1976 Official Plan. This is followed by a summary of new policy approaches and overall objectives for urban design in the new Official Plan. Individual policies are then proposed for each of the following main topics: Achieving Quality In the Public Realm; Reinforcing the City Pattern; Built Form; Open Space, Landscape, and Streetscape; Pedestrian Environment. The chapter concludes with a proposed Urban Design Implementation program.

5.2.2
BACKGROUND

5.2.2.1
The Role of Urban Design in Shaping the Physical Form of the City

The Plan can support and foster the varied attractions of the City, from streets crowded with the colour and activity of market places to ...

We experience the City in many different ways. Walking down a broad sunny sidewalk alive with the colour and noise of street vendors and lunch-time crowds provides a very different experience from sitting in a quiet alcove in a leafy urban garden, or meandering along the lakefront with the downtown banking towers silhouetted against the sky.

Ultimately, most planning policies, however abstract, find expression in the three-dimensional physical form that influences our experience of the City. Urban design is concerned with these tangible elements of City form – with the organization and character of streets, parks, squares, promenades, and particularly with the nature of the buildings that enclose these important public places. Built-edges, or walls, have a marked influence on whether adjacent streets and open spaces are animated, sunny, safe, comfortable, even beautiful – in short, they affect a great many qualities that we value highly in our experience of the City. Urban design policy deals with the relationships between public places and their surrounding built-edges. Its goal is to ensure that buildings fit harmoniously within their context, supporting and enhancing the quality of the public domain.

5.2.2.2
Urban Design Policy since the 1976 Plan

... the quiet pleasures of sheltered urban gardens.

The 1976 Plan contained a number of important new planning directions which were to have a significant impact on the City's physical form, including office decentralization, mixed-used zoning, and neighbourhood preservation. However, only a few statements in the Plan dealt directly with urban design, and these statements were very general. They supported retaining or enhancing the amenity, character and appearance of all parts of the City. The Plan did not enunciate physical form policies that would support or qualify its major land use planning initiatives.

The 1976 Plan also included statements about designating and preserving "Areas of Special Identity"; preserving significant views; enhancing pedestrian circulation; encouraging comfort-able sun and wind conditions in pedestrian areas; and providing for appropriate form and use for development adjacent to City streets. However, like the statements in the original Plan, these policies tended to be general, lacking the specific criteria or standards that would enable them to be implemented effectively.

The absence of Official Plan policies which would allow the physical form of new development to be evaluated in a consistent and thorough way has meant relying on individual planners, architects, and developers to interpret general Plan policies. Some have approached the task with more expertise and enthusiasm than others. With little provision for effective implementation being found in the Plan, urban design objectives have commonly been achieved through a negotiation process. While some successes have been realized, more often the result has been built form of uneven quality, coupled with confusion about the City's overall objectives for physical planning, on the part of both the development industry and the general public.

5.2.2.3
Public Concerns and Task Force Recommendations

Currently, there is a very high level of public interest in the physical quality of the City, particularly in the scale and character of new buildings. The Cityplan '91 public outreach process and the Cityplan '91 citizens' Task Force meetings provided opportunities for Torontonians to express their feelings about the way their City has been evolving, especially during the downtown development boom of the late '80s. Generally their feelings have been ones of dissatisfaction with buildings that are perceived as being "too high", "too bulky", or simply "ugly and out of place".

The Task Force absorbed these negative reactions, and translated them into a more positive, "proactive" vision that seeks to improve the impact of the built environment on quality of life in our City. In particular, the Task Force emphasized the need to control the massing and height of buildings in order to create comfortable conditions of sun and wind for pedestrians, and the need to consider the effects of new development upon the quality of nearby open spaces and street life. This emphasis upon the quality of the urban environment is to some extent a continuation and elaboration of the fundamental shift in emphasis which began with the City's 1976 Official Plan. At that time, concerns about the physical impacts of higher density, high-rise buildings resulted in the imposition of height limits to preserve the low-rise character of downtown neighbourhoods, and a return to street-oriented development reinforced the City's street grid and encouraged "people-attracting" uses at street level.

5.2.2.4
New Approaches

The urban design policies proposed in this report have been developed from a City-wide study of the evolution of Toronto's physical form, as well as from a critical review of urban design policy since the 1976 Official Plan. For the most part, they reinforce and elaborate the general statements found in the 1976 Plan. The most significant change is not one of direction, but rather of precision in stating our objectives for the physical form of the City, and in describing the policies and standards that should be used to evaluate built form and open space proposals.

Moreover, for the first time, the urban design policies address the City's broader planning objectives for the environment, heritage preservation, and housing intensification by attempting to ensure that the physical structure of the City supports these important initiatives. Quality of life and environmental goals are addressed by measures to preserve and enhance the City's significant natural, cultural, and historic features; by policies governing minimum standards of sunlight and wind control for pedestrian comfort; and by measures to improve the quality of urban open spaces, and provide better links to the natural environment. The urban design policies provide direction for accommodating changes to the physical form of the City at various scales (from small-scale infill to major redevelopment or new development) and in different contexts (from integrating change into an existing neighbourhood to creating an entire new district).

5.2.2.5
Physical Form Objectives

The proposed urban design policies respond to three overall objectives for the physical form of the City. They are concerned with encouraging shared public and private responsibility for the quality of the public domain; confirming Toronto's characteristic historic and contemporary urban patterns; and ensuring that current urban initiatives contribute to a worthy legacy for the future.

i) Public Realm
The first objective is to ensure that all development, whether in public or private ownership, contributes to the quality of the publicly-accessible spaces that adjoin or surround it. Collectively, this space is known as the "public realm". As the setting for daily city life, the public realm is the common wealth of our City, a resource in which all residents share a common interest. Private development and the public realm of the City are intrinsically related, since decisions which affect the boundaries of one inevitably affect the other. But since the public realm is for the use and enjoyment of all, while private development occurs for the use and enjoyment of a few, objectives for the public realm should generally take precedence over objectives for the private realm in cases where the two conflict. The physical form of private buildings that frame public places, and to some degree the allocation of their internal functions, should contribute to the quality, comfort, amenity, and animation of the public domain. The long-term quality and viability of the public realm is to a great extent dependent upon there being a successful partnership between public and private interests.

ii) City Pattern
The second objective is to retain and reinforce the patterns of natural and social history that are traced in the City's topography: its system of watercourses, its streets and neighbourhoods, its landmarks, and its institutions. These patterns are unique to Toronto, to its spirit of place and civic identity. They provide continuity with the past, a context for present growth and development, and a legacy for the future. Urban design policies must address the issues and concerns of our own times, while acknowledging the traditions of our past.

iii) Public Legacy
The third objective is to ensure that the public realm of the City remains a worthy legacy for future generations. Building a city is an on-going, cumulative process, with each generation making an enduring contribution. Urban design policies should provide a framework to evaluate transformations to the public domain in a thoughtful, consistent, and rigorous manner, which is mindful of the ongoing legacy that will be passed on to succeeding generations.

5.2.2.6
The Policy Framework

Analysing the City's patterns helps us to understand and describe the complex inter-relationships among the elements that give the City its physical form – the patterns of topography, hierarchies of streets and blocks, patterns of neighbourhoods, public places, and buildings. It enables us to paint a larger picture, to structure urban design policies coherently, and to apply them consistently at the scale of the City, the neighbourhood, the street, and the site. The City pattern analysis has been undertaken to develop necessary City-wide policies, as well as to identify sites and areas of City-wide significance that should be covered by Urban Design Guidelines. We propose that a similar analytical process be followed in local area studies to identify sites of significance in a neighbourhood context, where Urban Design Guidelines should be developed and applied.

5.2.3
DIRECTIONS

Our recommended urban design policies begin with general City-wide statements concerned with "Achieving Quality in the Public Realm", which respond to the objective of fostering a worthy urban legacy. The remaining policies are organized by subject grouping. The policies grouped under "Reinforcing the City Pattern" arise primarily from the objective of acknowledging the existing physical structure of the City and its place within an historical continuum. The City pattern policies apply variously at City, neighbourhood, and site scales. The "Built Form" policies which follow are mainly concerned with site scale issues of fitting new development into an existing context. "Open Space and Landscape" policies are concerned with the integration of the built and the natural environments at the City, neighbourhood, and site scales. Finally, the policies included in the "Pedestrian Environment" section are concerned with creating conditions of comfort, safety and amenity in City streets and other public places.

Council's objectives for urban design, parks and open space, heritage, and the environment are inter-related and mutually supportive. Urban design policy proposals, therefore, should be read in combination with the policy statements contained in the chapters on "Parks and Open Space", "Heritage", the "Environment", "Housing", "Transportation", and "Social Planning and Community Services". Together these suggest a vision for Toronto that draws upon the City's unique natural, historic, and cultural attributes.

5.2.3.1
Achieving Quality In The Public Realm

Recommended Official Plan Policy

60 Council shall employ its available powers and shall seek whatever legislative measures are necessary to try to ensure that buildings, streets, and open spaces are of high quality. In doing so, it will adopt measures including, but not limited to, the following:

i) encouraging development that enhances the quality of public streets and other publicly accessible open spaces by establishing urban design concept plans and guidelines for the form of development adjacent to public streets;

The urban design concept plans and guidelines shall have regard for matters including street and block layout; location of open spaces; sunlight penetration and wind conditions at street level; the bulk, location, height, size, floor area, spacing, massing and conceptual design of buildings and structures; the location of pedestrian, vehicular, and service circulation and access to buildings and/or open spaces; the treatment of open spaces, landscaping, and streetscaping; and location of weather protection systems.

In addition to other appropriate sites and areas, urban design concept plans and/or guidelines will be established for the sites and areas shown on Maps 5.3 and 5.4.

ii) ensuring that all City projects are designed to a high standard;

iii) encouraging high quality design for all public works and open spaces through design competitions and other appropriate means, and by initiating public projects which exemplify and give substance to the objectives of this Plan; and

iv) maintaining and upgrading City-owned properties to high standards, and encouraging the maintenance and upgrading of other publicly accessible buildings, open space and landscape features, to promote a high quality public realm, and to enhance public amenity, access, and safety.

Explanation

Beautiful and carefully built structures enhance the City and invite enduring admiration. The policies recommend that Council take a leading role in promoting a high quality public realm by encouraging good design in both public and private works, and by setting out clear and consistent Urban Design Plans and Guidelines to help public and private developers understand what can and should appropriately be built in the public domain.

Further Actions

As a further action, Council should undertake a study to determine the desirability of establishing a Design Review Committee to advise on design-related issues on public projects, and potentially on significant private development projects.

5.2.3.2
Reinforcing the City Pattern

Many different patterns are woven into the fabric of the City: patterns of valleys and streams, streets and open spaces, buildings and neighbourhoods. Some, like the ravines, are vestiges of a prior, natural order. Others, such as the regular grid of concession streets, trace an historic pattern of settlement. Still others, like the pattern of public buildings which are sited prominently facing the lakefront, are evidence of cultural values which have been shared by residents at one time or another.

These patterns have shaped the form and character of the City, and have come to hold meaning for people who live here. We rely on the familiar pattern of the street grid to find our way around. We recognize the ravines and the Lake as landmarks that give shape to the City. We understand the patterns of our neighbourhoods, and we look for the same familiar relationships in areas where redevelopment creates new places to live and work.

The composite pattern that emerges from these many influences is unique to Toronto. It describes a record of urban growth and development, and it provides an important framework that helps us to understand how our own local places, streets, and neighbourhoods fit within the larger order of the City. As we look for ways to intensify the form of the City, it will become more and more important to carefully preserve, reinforce, and, where necessary, restore patterns of natural features, streets, neighbourhoods, landmarks and views that contribute to a sense of identity, stability and pride of place.

The policies that are presented below govern some of the important elements that shape our City's form. Further information regarding the evolution of Toronto's physical form is contained in Chapter 5.1 of this document.

Natural Features
Recommended Official Plan Policy

61 **It is the policy of Council to preserve, enhance, and restore the unique natural features which form the City's natural physical character, including but not limited to, topographic elements such as the former Lake Iroquois shoreline, the major river valleys and former creek beds.**

62 **Council shall encourage public use and enjoyment of the City's natural features where appropriate, by improving views to them, and by creating or improving pedestrian and cycle access at points of connection between natural features and City streets, particularly at the waterfront and the ravines, subject to the applicable environmental policies described in this Plan. Depending on the nature of the connections between natural features and City streets, Council may encourage special landscape treatment and/or features such as stairways or bridges to enhance access.**

63 **It is the policy of Council to reconnect the street grid to the waterfront where possible, and to improve pedestrian circulation and amenities on streets which lead to the water. Where street connections are not possible, Council shall encourage the provision of pedestrian walkways to link the waterfront with the street system.**

Explanation

The Plan encourages more connections to the waterfront area, like this bridge crossing the rail corridor at Peter Street.

It was Toronto's natural features that established the City's first and most enduring order. The sheltered natural harbour invited settlement, which was contained initially on a heavily-forested plateau, which rose gently from the Lake, between the valleys of the Don and the Humber Rivers. As the City grew, the original street grid was extended well beyond the cradling valleys. Yet, then as now, natural topographic patterns took precedence, pre-empting the uniformity of the grid at ravine slopes and at the Lake Iroquois shoreline escarpment.

Once, the natural realm was dominant. But, even now, after much of our natural heritage has been filled-in, built-over, and otherwise obliterated, natural elements like the Lake, the wooded slopes of the ravines, and the City's river valleys still feature prominently in most people's image of Toronto. The policies we recommend give these natural features a more prominent place in the structure of the City, and acknowledge their importance to the urban pattern. We must try to enhance the qualities and use of these natural places as the City grows and intensifies, paying more attention to preserving and improving environmental quality, improving public access, and enhancing views.

Further detail regarding the treatment of prominent transition points between the street system and natural features is contained in the policies dealing with "Prominent Features and Sites".

Street Pattern

"The most important, the most vital open space in the city is the street," emphasized long-time open space observer William H. Whyte to the Cityplan '91 Forum. Mr. Whyte's point has been taken to heart here, and throughout this report. Streets and lanes are more than transportation corridors: they perform important civic and social functions. The street network organizes urban development; it provides light, air, views, and access to individual properties. The smaller laneways that subdivide blocks contribute a fine grain, or texture, that is traditional to Toronto's City pattern. Lanes also have an important function in accommodating off-street servicing. Above all, streets and laneways are the City's most intensively-used community spaces. They provide the setting for a wonderful range of social behaviours of the sorts that Mr. Whyte has been studying intensely for over 30 years, and generally add to the character and vitality of our neighbourhoods.

Since the street system is the most extensive, and arguably one of the most significant parts of our public open space heritage, retaining and reinforcing the street pattern is a primary objective that should be addressed at every scale of development, from the City, through the neighbourhood, to the individual site.

Recommended Official Plan Policy

64 Council shall regard public highways, including streets and lanes within City blocks, as important assets in the provision of present and future access, views, and amenity for pedestrians, and as important features in the physical form and character of the City, in addition to their role in vehicular access and the provision of public works services and public utilities.

65 It is the policy of Council to ensure that public highways which have street addresses are not closed to public use, and that public ownership of such streets is not conveyed through sale or lease, nor through sale or lease of air rights, or by other means.

66 It is the policy of Council to ensure that public highways which do not have street addresses are not closed to public use, and that public ownership of such highways is not conveyed through sale or lease, nor through sale or lease of air rights, or by other means, except where such sale or lease results in an improvement in the amount and location of land available to the public at grade, and in the opinion of Council, does not result in:

i) the elimination, for the purposes of private development, of a street or lane space adjacent to a public facility, such as a park, where retention of the street or the potential open space that it represents, is of advantage to the public facility;

ii) adverse impacts on the scale and massing of buildings;

iii) servicing arrangements which have an adverse impact on City streets; and

iv) density being attached to the land that is sold or leased.

Where a lane is closed for a minor portion of its width due to circumstances such as a realignment or an existing encroachment, and the function of the lane is retained, this policy shall not apply.

67 It is the policy of Council to seek to improve the continuity of the City's street patterns by measures including, but not limited to:

i) seeking opportunities to restore the City street pattern where possible, by re-opening streets which have been closed to traffic and/or pedestrians;

ii) encouraging the acquisition of lands for public lane purposes in the development or redevelopment of sites within the City; and

iii) where streets cannot be re-opened, securing rights of access to connect the existing streets.

Explanation

As we have seen in the discussion of Toronto's "Historical Context", "superblock planning" and other major public works have led to the closure and disappearance of many former streets and lanes. Over the last 15 years, the pace has quickened; more streets; and a substantial number of laneways have been closed. Once relinquished from the public realm, they can rarely be recovered. The closure of streets and laneways facilitates larger-scale development which is inconsistent with the City's traditional fine grain pattern, like the former laneways now occupied by buildings in the Eaton Centre block. As a further consequence, the public loses rights of access, which are often replaced by privately regulated access routes. People, who have a "right" to be on "public" streets at all times of day, and a "right" to perform any lawful act there, such as handing-out information, may be ejected or not allowed on "private" or "semi-private" streets when the owners wish. Eaton Centre and many underground malls fall into the category of "private" or "semi-public" streets, where "public rights" are not as fully protected. Ultimately, therefore, the short-term advantages of facilitating development and raising civic revenue through the sale of land will generally not offset the permanent loss of a range of public "goods" which accompany the closing of the streets.

Our recommended policies propose that Council maintain a strong commitment to retaining public ownership of, and access to, streets, lanes and other rights-of-way. This is an important step in recognizing streets as part of our legacy of public open space. Further details on policies related to street patterns in major redevelopment areas may be found in the section of this chapter entitled Comprehensive Redevelopment Areas.

Further Action

Staff should identify public laneways that should not be sold or leased under any circumstances, due to their importance in providing public benefits. These laneways should be identified in the final Cityplan report and include, as an example, the laneway between Church and Mutual Streets, south of Gerrard, adjacent to the new Ryerson Polytechnic Institute building, or Farquharts Lane between Front Street and the Esplanade, as well as many others.

Recommended Official Plan Policy

68 It is the policy of Council to encourage new buildings to be aligned parallel to the street. The siting, massing, and architectural expression of buildings located on corner sites should mark the intersection of the adjoining streets.

Explanation

The street grid is not only a primary determinant of Toronto's physical form, but also a very important ordering element in our perception of the City. The grid pattern is coherent and generally predictable, and this helps people to find their way around. Because it is so much a part of Toronto's character and so fundamental to our image of the City, the traditional pattern of streets and blocks must be maintained and reinforced – not weakened or destroyed – by new development. Places where the grid has been deliberately continued and strengthened, like the St. Lawrence neighbourhood, have proven to be very successful.

Perceptually, it is the built-edges of City streets i.e., the buildings and other structures that line the streets, that transform the two-dimensional pattern of the street layout into a three-dimensional spatial form that takes on cultural meaning and significance. If we wish to ensure that the street pattern is "legible" to the public, it is important that the buildings that frame the street are aligned parallel to the grid, and respect its continuity. The siting of buildings on corners is particularly critical in this regard. It is not an accident that most sites at the intersections of Toronto's main streets are occupied by prominent banking establishments, because the corners of blocks are the most conspicuous and definitive elements of the grid. For this reason, buildings on corner sites should clearly define the point of the intersecting streets. Good examples of such buildings include the Gooderham and Worts Flat Iron building at Front and Church Streets and the Novotel Hotel and condominium at the Esplanade and Yonge Streets.

New buildings should reinforce the City's character by following the street alignment, as the Customs Building does on Front Street.

Areas of Special Identity
Recommended Official Plan Policy

69 In order to conserve and strengthen streets and areas with special identity and character, and to encourage in certain areas the development of a new identity and character, it is the policy of Council to designate areas, streets, and parts of streets as Areas of Special Identity. In such Areas, Council will employ its available powers to enact regulations, review plans and drawings, and make requirements so as to ensure that new development is consistent with either the prevailing or proposed new character, function and identity of the Area as appropriate, in which the development is to be located.

70 Where the reason for designating an Area of Special Identity is due to its unique and significant built form or landscape character, or to its noteworthy civic, historic, or open space role, Council will establish guidelines to preserve and/or enhance these Areas, having regard for the following criteria:

i) the presence of buildings or landscape features of historic, architectural, or civic significance;

ii) consistency of built form and/or landscape character and function;

iii) characteristic patterns of street, block, and lot layout;

iv) consistency in relationships of buildings to open space and/or to the street;

v) consistency of size, scale, massing, spacing, and setbacks of buildings; and

vi) presence of landmark elements, or elements that otherwise contribute to the special character of the area.

Buildings, like the King Edward Hotel at King and Scott Streets, add interest to the street by reinforcing the street edge.

Explanation

Toronto's streets and areas of distinctive character are great assets, adding interest and diversity to the experience of the City, and winning the affection of our citizens. Like the "Downtown Worker" at Avenue Road and Davenport, who was obviously delighted that "...up by my office there are all kinds of places, U of T, ROM, Queen's Park. There are just lots of really good places to go". And the woman who commented on her Cityplan '91 survey that one of her "likes" was "streets with personality", such as, Queen East and West, Bloor St. West, and Eglinton West.

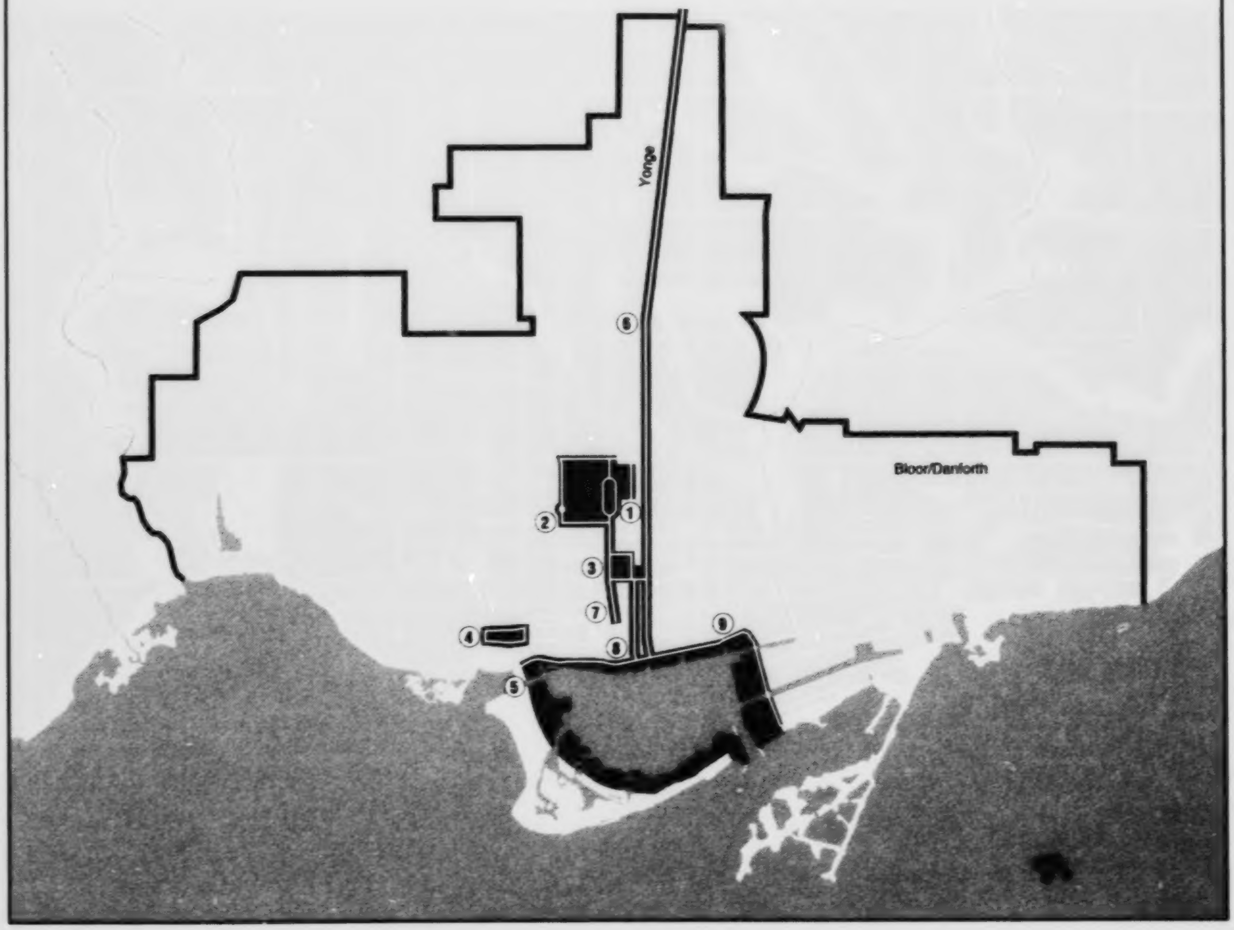
The 1976 Plan recognized the importance of these areas to Toronto's civic identity by establishing the "Area of Special Identity" designation, which requires that new development be consistent with the prevailing character and function in these areas. Based on their physical and cultural characteristics, a number of Areas of Special Identity have since been designated throughout the City, like Chinatown, Yorkville and the Sultan/St. Thomas Area. However, the current policy statement offers little guidance as to precisely which physical characteristics should be considered when seeking to preserve and enhance the unique built form or landscape character of particular areas. The policies proposed in this report elaborate on the current Official Plan statement by recommending that Council establish guidelines for the preservation of such areas, which are based on specific built form and open space characteristics.

Map 5.3

Key Areas of Special Identity

Areas and streets which are significant for the City as a whole by virture of their unique and special architectural or landscape character, civic, historic or public role.

1 Queen's Park
2 University of Toronto
3 City Hall precinct
4 Fort York and surrounds
5 The Inner Harbour
6 Yonge Street
7 Queen's Park/University Avenue
8 Bay Street (south of Queen Street)
9 Queen's Quay



Recommended Official Plan Policy

71 It is the policy of Council that Areas of Special Identity be identified in area studies, and designated in Part II Plans, with the particular characteristics of the Area that Council wishes to reinforce appropriately described.

72 It is the policy of Council that, in addition to other appropriate streets and areas, the streets and areas shown on Map 5.3 and described hereafter, will be designated as Areas of Special Identity in Part II of this Plan:

i) the area surrounding Fort York, in the vicinity of Strachan, Front and Bathurst Streets, and Lakeshore Blvd.;

ii) the area surrounding the Old and New City Halls, in the vicinity of Queen, University, Dundas, and Yonge Streets;

iii) the area around the Inner Harbour, in the vicinity of Bathurst and Cherry Streets, Queen's Quay, and the Toronto Islands;

iv) the University of Toronto area, in the vicinity of Spadina, Bloor and College, and Bay Streets;

v) University Avenue and Queen's Park;

vi) Yonge Street, from the Waterfront to the northern City limits; and

vii) Bay Street, from the Waterfront to Queen Street.

Certain areas of Toronto, like the Inner Harbour, are important to the whole City because of their special setting.

Explanation

We propose that Council formally recognize as "Areas of Special Identity" in the Official Plan, another four areas and three streets of outstanding significance to the City's physical form and civic identity. Efforts should be made to enhance the special qualities of these and other Areas of Special Identity; to encourage appropriate building massing and siting where redevelopment is proposed; to encourage high quality treatments and finishes on buildings, open spaces and streetscapes; and to ensure a high standard of maintenance on City-owned properties and in other public areas. Council should place priority on improving the streetscapes in Areas of Special Identity, including where appropriate, widening sidewalks, placing utility wires underground, installing street furniture and lighting, and planting trees along the streets.

Fort York and its surrounding lands is one area of the City which should be designated as an Area of Special Identity.

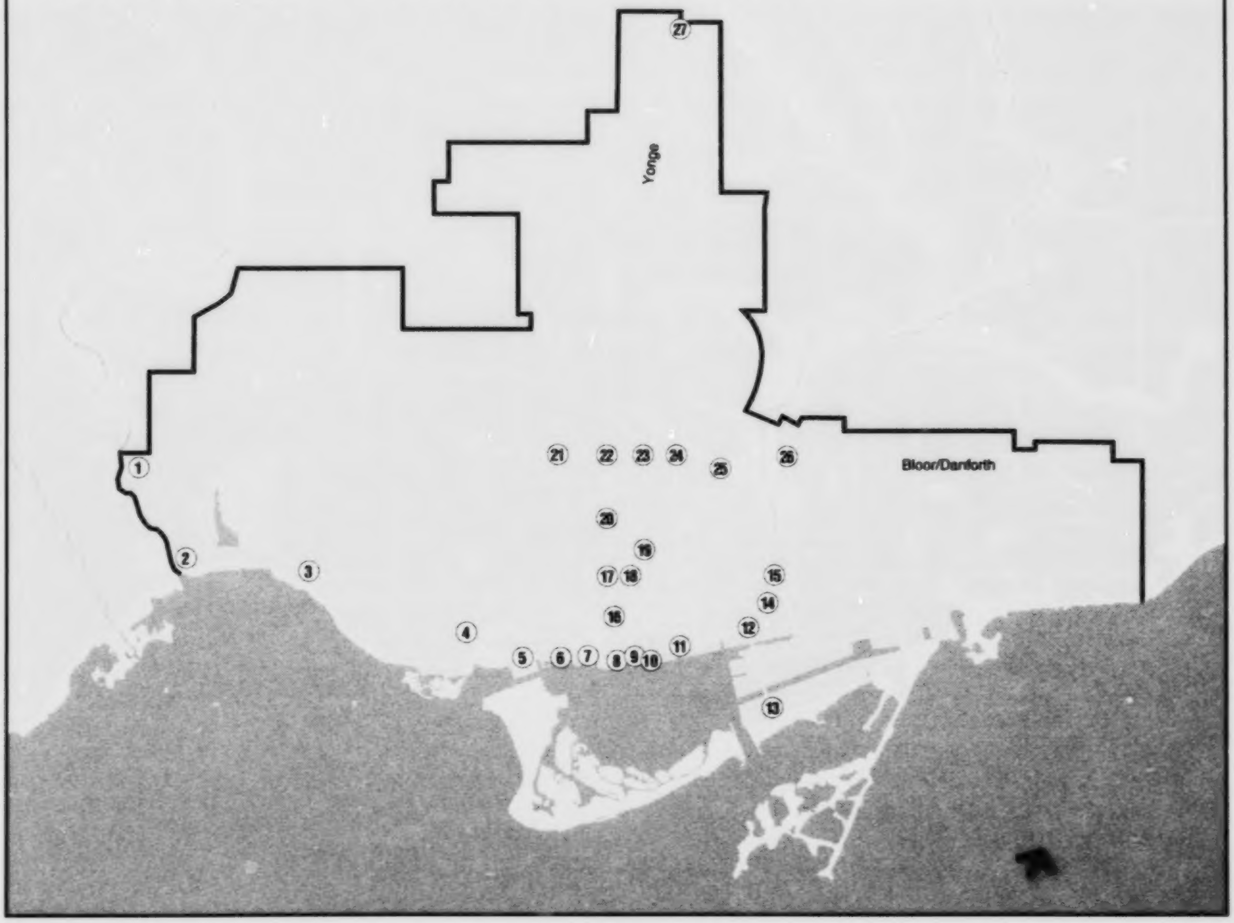
Prominent Features and Sites

Some features and sites are key to the image of the City. They stand out from the background urban fabric as expressions of unique character. They may be buildings (like Osgoode Hall or the Gooderham/Flat Iron Building), public institutions (like Queen's Park or New City Hall), monuments (like the Cenotaph or the CN Tower), bridges (like the Bloor Street Viaduct), places of public ceremony (like Nathan Phillips Square), landscapes (like the ravines or High Park), natural features (like the Lake or the Escarpment), or sites related to such features. Some sites or features mark points of entry or transition, others may be landmarks that have attained a symbolic significance. The policies recommend that Council recognize the value of some prominent sites and features as landmarks in the City pattern, by formally identifying them and establishing guidelines for their preservation and enhancement.

Map 5.4
Prominent Sites

Sites which are notable within the City as a whole because they terminate significant view corridors, form perceptual entry points into the City at visually prominent points, are intersections of major streets, form part of a landmark precinct and/or have historic importance. The manner in which they are developed or treated enhances or detracts from the City's general character and image.

1 Bloor at the Humber
2 Lakeshore/Queensway at the Humber
3 Queen/Roncesvalles/ Queensway intersection
4 Fort York at the CNE on Strachan
5 Queen's Quay at Bathurst
6 Spadina at Queen's Quay
7 John at Queen's Quay
8 York at Queen's Quay
9 Bay at Queen's Quay
10 Yonge at Queen's Quay
11 Jarvis at Queen's Quay
12 Cherry and Queen's Quay
13 Cherry and Unwin
14 Front at the Don Valley
15 Queen and the Don Valley
16 University/York at Front
17 University and Queen
18 Bay at Queen
19 Dundas at Yonge
20 College and University
21 Spadina at Bloor
22 University/Avenue and Bloor
23 Yonge and Bloor
24 Jarvis at Bloor
25 Bloor at the Don Valley (from Sherbourne to the Don)
26 Danforth at the Don Valley
27 Yonge at the northern city limits



Recommended Official Plan Policy

73 It is the policy of Council to encourage the preservation, enhancement, and where appropriate, the creation of prominent features and sites of local, City-wide, and regional stature, through measures including, but not limited to:

i) identifying existing features, sites, and areas deemed to be of landmark value, on a local, City-wide, or regional scale, and establishing guidelines for their preservation and enhancement;

ii) identifying sites and areas which, due to their location, orientation, proximity to existing landmark features, or other pertinent characteristics, are deemed to be potential landmark sites, and establishing guidelines for the physical development of these sites;

iii) encouraging particular care and attention to be given to the siting, design, and architectural expression of new buildings located on or adjacent to landmark features or sites;

iv) identifying sites which mark significant points of entry and transition into the City, or between distinctive districts of the City, such as the Humber River crossing and the Bloor Viaduct approach, and establishing guidelines for the enhancement of these sites; and

v) encouraging the demarcation of points of entry through the siting, massing and architectural expression of buildings, and through the arrangement of landscaping and/or public art works, to express the special nature of these sites as places of transition.

Explanation

Landmark features or sites may be identified on the basis of symbolic significance, prominent position in the City pattern, or a combination of these factors. Examples of landmark features which are symbolic of Toronto would be City Hall and the CN Tower. Existing or potential landmark sites identified on the basis of their prominent locations might typically be found along streets of public importance (like University Avenue), at the intersections of major streets (like Yonge and Bloor), beside important public institutions (like Queen's Park), along a significant natural feature (like the Waterfront, at the tops of hills (like Casa Loma), or at the termination of a street (like Osgoode Hall).

The policies distinguish between features that are currently deemed to be of landmark value, where preservation and enhancement will be critical, such as Old City Hall, and those sites which may have potential to reach this status, usually on the basis of their locational characteristics such as the intersection of Dundas and Yonge. In the latter case, guidelines should encourage development of a quality and character appropriate to the prominence of the site.

On all potential landmark sites, special attention should be given to the siting, orientation, and massing of new buildings; to the relationship of the building to the street, adjacent buildings, or open spaces; where appropriate, to the rhythm and proportion of architectural features; and to views and vistas to and from these sites. A good recent example of how some of these objectives have been addressed can be found in the Market Square development in the St. Lawrence Historic District across the street from the St. James Cathedral. Council should also encourage the siting of important public buildings on potential landmark sites in order to enhance the visibility and public status of these institutions. Policies in this regard are proposed in a later section of this chapter.

This part of Bloor Street near the Viaduct forms a perceptual gateway to the City centre and should be designated as a prominent site, with a view to enhancing its special role in the City with improved landscape, streetscape and possibly, public art.

The policies also propose that Council recognize the special character and importance of sites which mark points of entry into the City or the transition between distinctive City districts. Like landmark sites, these have potential to figure prominently in our perception of the City, usually because they are located at points where patterns of streets and blocks show marked changes. An example of an important transitional point in the City would be the Bloor Viaduct, where the pattern of main street development along the Danforth is interrupted by the steep slopes of the Don Valley ravine, which in turn gives way to the dense urban fabric of the Central Area.

Recommended Official Plan Policy

74 It is the policy of Council that, in addition to the features and sites which may be identified through Part II Plans, the features and sites shown on Map 5.4 will be deemed to be prominent features and sites, on the basis of their significance as existing or potential landmark features or sites, or points of entry. Council will establish guidelines for their preservation and enhancement.

Explanation

We propose that Council formally recognize as "Prominent Features and Sites" in the Official Plan, the existing and potential landmark features and sites, and points of entry shown on Map 5.4. Efforts should be made to enhance the special qualities of these sites, in accordance with guidelines to be developed and approved by Council.

Views and Vistas

Recommended Official Plan Policy

75 It is the policy of Council to encourage the preservation, enhancement, and where possible the creation of significant views, vistas, and focal points, through measures including, but not limited to:

i) identifying in the Official Plan, significant views to be preserved, enhanced, or created, including views to important public or historic buildings, open spaces, natural features, landmarks, and other public destinations; skyline views and vistas; and views along scenic routes and major roads. Council shall place particular emphasis on encouraging the preservation and enhancement of views to the Lake along the City's north/south streets. Council shall protect views by, among other actions, regulating building setbacks and heights;

ii) identifying in the Official Plan, viewing points where significant views of the City can be enjoyed. Where possible, Council shall establish and maintain public access to these sites;

iii) identifying City streets or parts of streets which have an acknowledged and popular scenic character, and encouraging significant views along these routes to be preserved and enhanced. Council shall also seek to ensure that the general quality and character of these routes is enhanced by implementing streetscape and landscape improvements, and by placing priority on laying utility wires underground;

iv) encouraging the enhancement of significant focal points, vistas, view corridors, and terminating views within the City; and

The special scenic qualities of certain streets are valued aspects of the City and should be preserved or enhanced with streetscape and landscape improvements.

v) using its available powers of regulation to ensure that new buildings or other structures do not obstruct views along streets, and where possible, to encourage the removal of existing structures over public streets or lanes, particularly those that obstruct or hinder views to important natural features or public buildings.

Explanation

Since earliest times, many Torontonians have prized their views, especially the view of the Lake. Dr. William Warren Baldwin even went so far as to cut a hole in the forest in front of the original Spadina House atop the Escarpment so that he could still view the Harbour.

Unfortunately, as the City grew, many important views, especially of the Lake, disappeared. One young participant in the Cityplan '91 "Kidsviews" process summarized the feelings of regret now held by many young and old people alike, when she said simply, "You can't see the water for the tall buildings."

And yet, there are still many stunning visual moments to be savoured. The view of downtown highrises punctuating the skyline as one approaches along Lakeshore Boulevard from the West; the broad blue sweep of the Harbour seen from the Toronto Island; and the stately tower of Old City Hall, framed by the sheer walls of Bay Street – these vivid "postcard" views speak eloquently of Toronto's present urban character. The proposed policies recommend that Council identify and protect views and vistas such as these, which are integral to the image of the City and to the enjoyment of its citizens. After all, broad vistas and expansive views help fight the urban claustrophobia sometimes experienced by the denizens of the deep downtown skyscraper canyons.

New projects should enhance the skyline and leave its most attractive views unobstructed.

Further Action

Staff should identify significant views, vistas, and focal points to be preserved, enhanced, or created. These should be identified in the final Cityplan report.

Public Buildings and Public Places Recommended Official Plan Policy

76 **It is the policy of Council to encourage, where appropriate, the siting of new public buildings of broader civic and cultural significance on prominent sites which support their public status, such as at the termination of a street, at the intersection of major streets, or at the top of a hill. Council shall seek opportunities to site such buildings to face southward toward the Lake, to reflect the traditional orientation of many of Toronto's older institutional buildings.**

In addition, Council shall ensure that the open space settings for significant public buildings support their public functions by enhancing their identity and sense of place within the City.

Explanation

Toronto's legacy of fine public buildings and open spaces includes mid-19th century examples such as St. Lawrence Hall, University College and Osgoode Hall; others built toward the end of that century, such as Old City Hall and Queen's Park; and more recent 20th century examples, such as Massey College, New City Hall and Nathan Phillips Square. The quality and stature of these buildings and spaces exemplifies the value placed on them by the citizenry of their times.

The siting of George Brown College provides an interesting termination to Frederick Street.

Important public buildings should have attractive open space settings which frame the buildings and support their public functions. Queen's Park is a good example.

The proposed policies confirm the notion that major public buildings and civic open spaces play an important role in fostering civic identity and pride of place. As such, they should continue to be key elements in the City pattern. They are deserving of prominent sites, and of design and execution of exceptional quality. Policy recommendations cited earlier include staging open competitions for the design of public places and institutions (like the one undertaken for the design of New City Hall), and ensuring that the siting of these buildings reflects their important public status. For instance, by tradition, most of the City's major public buildings have faced southward toward the Lake; many, like the Old City Hall, the Legislature Buildings and Osgoode Hall, actually terminated north/south streets leading to the Waterfront, which was the original focus of City life. Where possible, this pattern should be considered in the siting of new public institutions.

Another characteristic that has commonly distinguished Toronto's public buildings from most of their private neighbours has been the landscaped setbacks or formal "forecourts" that front and sometimes flank these institutions like the Royal Ontario Museum. These setbacks punctuate the "streetwall", announcing a building of special status. This is another pattern of siting which may also be appropriately applied to new institutional buildings.

As a general rule, only public institutions should diverge from the accepted pattern of setbacks shared by adjacent buildings. Where front or side setbacks are deemed appropriate for public buildings, they should be of generous size, and should be attractively landscaped and maintained to a high standard. Further details regarding policies applying to setback and forecourt spaces are contained in the Parks and Open Space chapter of this report. (See Chapter 5.3)

Neighbourhood Structure and Character Recommended Official Plan Policy

77 It is the policy of Council to encourage good connections among neighbourhoods. In applying this policy Council shall have regard for improving the quality and continuity of the pedestrian environment and public transit along main streets between neighbourhoods, and from neighbourhoods to the Waterfront, the ravines, and the open space system.

Explanation

Torontonians cherish the distinctiveness and vitality of their City's neighbourhoods. The Cityplan '91 survey presented in *Toronto Speaks* indicated that the two most important issues related to built form were the vitality and liveability of our neighbourhoods, and the scale of much recent downtown development. Here we accentuate the positive, as did one woman who wrote that she liked "neighbourhoods that are physically identifiable, held in esteem by those who live there, and acknowledged by others." Even the less well-known, less bally-hooed neighbourhoods are appreciated by many citizens, like the couple who wrote, "We like the fact that some older neighbourhoods have been preserved and are 'unimproved'; they still have some charm, interesting architecture, and small shops."

The network of neighbourhoods that extends across Toronto is among the most significant of the City's patterns. It describes a dimension of the City that is one of the most important aspects of the City's relatively high quality of life. Although the development of a genuine sense of neighbourhood depends to a great extent upon social factors, aspects of physical form and structure can also have a tremendous influence, by supporting the social interaction that characterizes successful communities, and by enhancing neighbourhood character, liveability, and identity. Just think of the Annex, Kensington Market, Ward's Island, and Cabbagetown to get an idea of how distinctive physical form can clearly distinguish one "neighbourhood" from another.

While detailed policies covering a wide range of neighbourhood urban design and planning concerns are described later in Chapter 5.5, "Neighbourhoods", the policies in this section are generally concerned with the relationships between neighbourhoods and the City-at-large.

Comprehensive Redevelopment Areas
Recommended Official Plan Policy

78 It is the policy of Council to ensure that comprehensive redevelopment areas such as Ataratiri, the Railway Lands, and West Massey are well-integrated with surrounding urban patterns, and are provided with good pedestrian, vehicular, and visual connections to adjacent neighbourhoods, by adopting measures including, but not limited to, establishing urban design concept plans and guidelines early in the planning process, which have regard for:

i) surrounding urban patterns, and traditional patterns which have contributed to the quality, character, and physical identity of Toronto's existing neighbourhoods. These may include, but shall not be limited to: patterns of streets, blocks, lots, open spaces and natural features; the presence of views and landmarks, the scale and siting of buildings, their relationship to lot size and layout, and to the street and other open spaces; the physical relationships among community facilities, residential, commercial, and open space uses;

ii) the alignment of new streets and where appropriate, the realignment of existing streets to be consistent with desired view corridors;

iii) establishing building envelopes to govern the bulk and massing of buildings, to ensure that density is distributed across comprehensive redevelopment areas in a manner which takes into account the effects of building massing and siting on views from other parts of the City, and on sun and wind conditions, views, and perception of building scale at street level, in the redevelopment area and in surrounding districts;

iv) the sizes and shapes of new City blocks which facilitate incremental development and accommodate appropriate uses; and

v) the traditional rhythm and frequency of street entrances in Toronto. Council shall encourage the division of large residential developments into a number of discrete building parcels with smaller groupings of residential units, in order to foster a greater sense of community, enhance public safety, and promote a fine grain of development in keeping with the Toronto context.

Explanation

The potential impact of redevelopment upon adjacent neighbourhoods and upon overall City patterns tends to increase with the scale of redevelopment. Bigger, taller buildings, for example, cast longer shadows and can create more dramatic winds than smaller, shorter buildings. Large office buildings or shopping malls generate more traffic and more garbage than smaller developments. Changing use (for example, from industrial to residential or mixed commercial-residential) and/or increasing density will also normally result in greater numbers of people living or working in an area. As a consequence of all these kinds of major change, quality of life issues become increasingly important in larger redevelopment areas. The policies propose that Urban Design Concept Plans and Guidelines be undertaken in the early stages of planning for all such areas, to ensure that they are well-integrated with surrounding urban patterns, for example, by extending the street grid, and to ensure that built form, open space, and street and block layout all support and enhance the quality of the environment in the area.

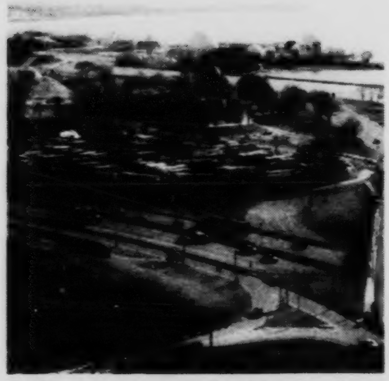
Areas of Reintegration
Recommended Official Plan Policy

79 **Where public use areas such as the Canadian National Exhibition grounds and Ontario Place are not well connected with their surroundings, it is the policy of Council to encourage their integration with surrounding City patterns through measures including, but not limited to:**

i) extending surrounding pedestrian, and where appropriate, public transit and vehicular patterns into these sites, and providing clearly defined points of entry;

ii) providing well-defined public routes through these sites, and easy access to public destinations within them; and

iii) encouraging an appropriate public address on adjacent City streets for buildings and/or landscape elements on these sites.



The City wants to encourage the reintegration of public areas like the CNE and Ontario Place with their surroundings so that these public facilities are easier to reach and enjoy year round.

80 **Where a commercial or industrial area, or a residential neighbourhood such as St. James Town, Regent Park, or Moss Park, is not well-integrated with its surroundings, it is the policy of Council to encourage its connection with surrounding City patterns through measures including, but not limited to:**

i) restoring traditional patterns of streets and open space which are appropriate to the land use;

ii) restoring continuity of built edges to streets and open spaces; and

iii) encouraging a traditional rhythm and frequency of access between buildings and the street.

Explanation

It is generally desirable to try to establish better connections to significant areas of the City which are currently isolated from their surroundings. The Canadian National Exhibition (CNE) grounds, for example, occupies a sizeable site between a built-up area of the City and the Waterfront. It is a key public area and a very important "destination", yet pedestrian entry points and through-routes to the lakefront are not only limited in number, but are also obscure and difficult to find. In some cases, the prevailing internal order of streets and open spaces results in buildings which "turn their backs" on adjacent City streets. The proposed policies would guide "rehabilitation" measures to improve both the visual and the physical relationships between the CNE and its urban surroundings.

The policies proposed for reintegrating residential neighbourhoods with the surrounding urban fabric should be applied to areas such as St. James Town, Regent Park, or Alexandra Park, where the closure of streets and the siting of apartment towers in an undifferentiated open space setting has not only failed to foster community life, but has also created unsafe, anonymous, and visually isolated land. Restoring the original pattern of streets wherever possible within the scheme, and encouraging the redevelopment of smaller-scale, mixed-use buildings along their edges, would help liven up the spaces and help re-establish a public setting for community life. Restoring vehicular and pedestrian connections to surrounding neighbourhoods would also reduce the physical and visual isolation of the development, increase street activity, and generally enhance public safety.

5.2.3.3
Built Form

Buildings play a critical role in determining the quality and character of our public places. The policies in this section are intended to encourage new buildings to be "good neighbours", in relation to the surrounding buildings, as well as to adjacent streets and other open spaces. Particular significance, therefore, is accorded to the "public face" of each building – to its role in framing the public realm, promoting the harmony and continuity of the urban fabric, and enhancing the comfort and amenity of the pedestrian environment.

Built Form Context
Recommended Official Plan Policy

81 **Through its available powers under the Planning Act, Council shall seek to reinforce the City's existing urban and architectural patterns by encouraging that the siting and massing of new buildings be in harmony with neighbouring development.**

82 **It is the policy of Council to encourage the design of buildings, such that the massing and roof profile of buildings contribute harmoniously to the overall skyline view. Penthouses and mechanical rooms should be integral to the building design.**

83 **Where a new building is proposed to be sited adjacent to older buildings with significant architectural character, consideration is to be given to scale, texture, architectural detail, and to the rhythm of horizontal and vertical elements, to achieve a harmonious relationship.**

84 **Council shall encourage new development to be integrated with existing designated historic buildings, streetscapes, or landscapes in a manner which complements and enhances the historic environment. This could include a review, at a greater level of detail, of architectural and landscape elements for compatibility with adjacent historic structures and/or streetscapes.**

New buildings should be built in harmony with their neighbours. If neighbouring buildings share a similar scale, setback and relationship to the street, like the buildings along St. Clair Ave., the combined effect is harmonious, even when the architectural styles are very different.

Explanation

Finding an appropriate balance between unity and contrast is a key factor in introducing new development into an existing urban context in a way that maintains visual harmony. Inevitably, there will be some tension between the goal of conforming to accepted urban patterns and the desire for individual expression. In general, it is a goal of built form policy to establish a framework for development which will allow flexible design expression, while ensuring preservation of the fundamental urban patterns that give order and coherence to the public realm. This does not imply a replication of neighbouring buildings, but rather a contemporary reinterpretation of these essential urban patterns. Urban design principles do not have to become architectural straitjackets, a point reinforced by Barcelona planner Joan Busquets who commented to the Cityplan '91 Forum, "Within general morphological rules, all kinds of architectural styles can be expressed." In some special cases, where the context is of acknowledged historic significance, it will be necessary to apply more detailed built form requirements.

For further details regarding policies related to historic buildings and landscapes, please refer to "Heritage", Chapter 5.4 of this report.

Relationship of Buildings to Streets and Open Spaces
Recommended Official Plan Policy

85 Council shall encourage a rhythm and frequency of entrances in new buildings that is consistent with prevailing neighbourhood patterns.

86 Council shall seek to ensure that the primary entrance to every building is located on a public street frontage, and that the organization of building functions, and the architectural expression of building entrances and facades adds interest to the street.

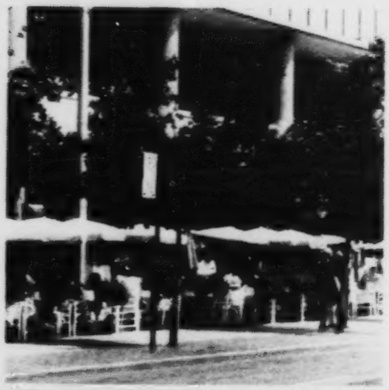
87 Council shall seek to ensure that access from the sidewalk or other public open space to public and commercial uses at ground floor level is easy and direct, with minimum change in level.

88 Council shall promote an active street environment through building design and the design of pedestrian routes for new buildings in mixed-use, commercial and industrial areas.

89 It is the policy of Council that parking facilities be located at the rear of the building at grade, or underground except in new developments with more than 20 parking spaces, where the parking should be located underground. Where possible, Council will encourage the phasing out of existing above ground parking structures, where redevelopment is proposed.

90 Council shall discourage construction of new street level parking lots in the Central Core, and shall give consideration to phasing out existing street level lots in the Central Core over time. Council shall encourage landscaping, fencing, and other appropriate treatments for surface parking lots.

91 Council shall encourage building ventilation systems to be located in such a way as to avoid discharging or creating excessive noise in pedestrian areas or walkways.



Public uses, such as shops and cafes, will be encouraged along street edges in mixed-use, commercial and industrial areas because they add activity and interest to the street environment and enhance public safety.

Explanation

Buildings generate traffic. All too often vast expanses of parking lots have provided the main open space settings for our buildings. Showing an instructive aerial view of Houston to the Cityplan '91 Forum, William H. Whyte commented wryly, "In Houston, we have now come to the *reductio ad absurdum*. There is more parking there than there is Houston." Fortunately, Toronto is a long way, physically and metaphorically, from parking-obsessed Houston. But it does provide an object lesson. Another affront to the streetscape wrought by the automobile is the profusion of unattractive (though profitable) above ground parking structures. Given the arguments made throughout this report that our reliance on the automobile must be reduced, we recommend here that parking structures and parking lots be curtailed over time, along with the use of the car.

Continuity and Enclosure
Recommended Official Plan Policy

92 In seeking to promote buildings that reinforce the visual continuity and spatial enclosure of streets and other publicly accessible open spaces, Council shall have regard for measures including, but not limited to:

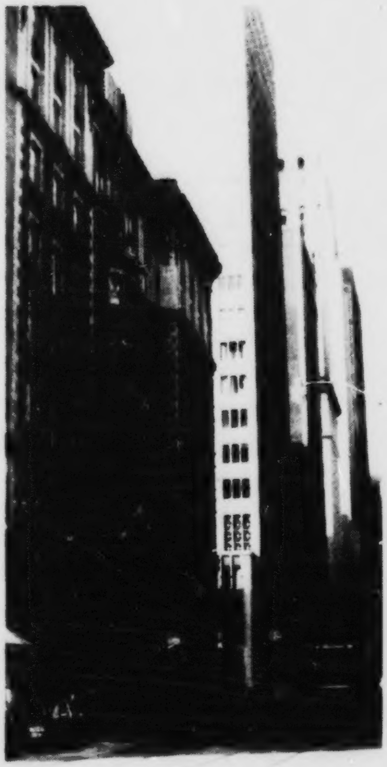
i) identifying consistent and fixed setbacks from the property line at grade and setbacks at upper levels of buildings in order to maintain the continuity along the frontage, and to ensure that party walls are not exposed;

ii) identifying the appropriate degree of continuity of built-edge and open space for the character and function of the street; and

iii) designing, wherever possible, automobile and service vehicle entrances into building facades to maintain the continuity of the built-edge of the street. Such entrances shall be integrated with the overall facade design, and their siting and architectural treatment shall seek to reduce the impact of the appearance and scale of these entrances as they are perceived by the pedestrian.

Explanation

Continuous building facades, with consistent setbacks from the street, help to: define and unify streets and other public spaces; ensure coherence in the relationship of new buildings to their surroundings; and reduce potential hazards to public safety by eliminating spaces that are not fully visible from the street. Continuity of built-edge is particularly important along shopping streets, like Yonge Street or Bloor Street, to promote pedestrian activity, and around open spaces, like the Commerce Court, to describe a clear spatial form.


Continuous building walls at the pedestrian level help to define and unify streets.

Edges of Major Open Spaces
Recommended Official Plan Policy

93 **It is the policy of Council that the buildings which form the edges of major open spaces within the City, show a scale, continuity, and outlook that is appropriate to their open space address.**

Explanation

The buildings which form the edges of open spaces are critical to the character and quality of the public places that they enclose or abut, or adjoin, or face. In many cases, the large scale of major City parks and other open spaces allows their edge conditions to be viewed from considerable distances. Sometimes the entire City becomes "the edge" of the open space, as in the skyline seen from the Island or from a ferry in the middle of the Bay. These edges can acquire "landmark" value, as a result of their high degree of visibility and their significant influence on the character of the open space. Think, for example, of the distinctive character of Sumach and Carlton Streets along Riverdale Park at Cabbagetown, or Front Street south of Berczy Park or Sixth Street along the park on Ward's Island. The edges of major City open spaces should, therefore, be accorded special attention in order to ensure that their quality and character enhance the nature of the open space. More detailed policies pertaining to edge characteristics of open spaces are contained in the Chapter 5.3, "Parks and Open Space".

These Bloor St. buildings backing onto the ravine create successful edge conditions because they look out over the open space and are not of a scale that overwhelms the ravine.

Street Proportion
Recommended Official Plan Policy

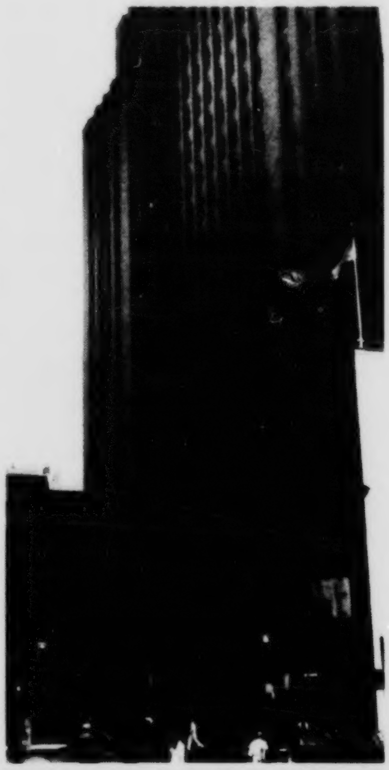
94 **Council shall encourage new buildings that contribute to street spaces of pleasing proportion, with adequate sunlight and sky views, and comfortable wind conditions, by such measures as:**

i) identifying desirable building heights at the building line, based on how street wall heights and setbacks impact on scale, wind conditions, sunlight access, and sky views at street level; and

ii) in Mixed-Use Areas and main streets, requiring that any additional floors rising above a base height be set back from the street.

Explanation

The ratio of the width of a street to the height of the buildings along its edge is of great importance in creating a street space which is well-defined, yet comfortable in scale. In Toronto, many late-Victorian examples still survive, like Metcalfe Street in Cabbagetown, Madison Avenue in the Annex, and Draper Street in the King-Spadina area. Where the buildings that form the "walls" of a street are too low relative to the street width, however, views may be dispersed and a poor sense of spatial containment will generally result. And where the street wall is overly high in relation to the street width, buildings can produce an overwhelming or dominating effect at street level, and will also restrict views to the sky and reduce the amount of sunlight that reaches the street. "Deep canyons of buildings are oppressive," commented one respondent to the Cityplan '91 survey, who summarized the feelings expressed by a number of respondents about this sort of downtown streetscape. Setting appropriate building heights at the "building line" will help to create comfortably proportioned streets that maintain adequate sunlight and views of the sky.



When a new building is taller than its neighbours, the visual continuity of the street can be improved if the extra height is set back from a base that matches the general street height. The Bank of Nova Scotia building on Bay Street is an early example of this principle.

Setting back the upper floors of a building above a "base" of the required street wall height (anywhere from two to six storeys depending on the situation) will reduce the visual impact of the building bulk at street level; will help to maintain street enclosure and visual continuity; and may help to minimize uncomfortable wind effects at ground level. For more detailed policies regarding street wall heights as they pertain to sunlight access and wind effects, refer to the section entitled Sun, Wind, and Pedestrian Comfort later in this chapter.

Building Heights and Densities
Recommended Official Plan Policy

95 **Council shall use its powers under the Planning Act in regulating the heights, setbacks, and densities of buildings and structures to, among other things:**

i) create attractive neighbourhoods as a setting for daily urban life;

ii) support the City's patterns of topography, built form character, and use; ensure consistency in building scale within an area and compatibility with surrounding areas of contrasting character and/or use;

iii) establish a visually coherent pattern of building heights, placing particular emphasis on achieving incremental building height transitions between areas of contrasting built form character or use;

iv) encourage compliance with the approved standards for wind conditions and sunlight access in streets and other publicly accessible open spaces as described in this Plan;

v) encourage balanced proportions between building mass and the dimensions of adjacent streets and other publicly accessible open spaces; and

vi) create or preserve important views, and reinforce the visual dominance of landmarks of public significance.

Explanation

This policy statement summarizes the urban design objectives which must be considered in regulating building heights, setbacks, and densities. For more detailed policies regarding building heights as they pertain to sunlight access and wind conditions, refer to the section entitled, Sun, Wind, and Pedestrian Comfort later in this chapter.

5.2.3.4
Open Space, Landscape and Streetscape

Toronto's open spaces are absolutely essential to creating a truly liveable city. They add beauty, colour, and delight to our urban experience. Some also help to meet a fundamental human need – contact with nature, a need that is all too rarely fulfilled in a big city like Toronto. One "Downtown Worker", for example, commented somewhat longingly on the virtues of Queen's Park, "Queen's Park to me is ideal, the trees are beautiful, nicely spaced. It's not dense like a forest, but there are a lot of them. I go there, but it's not convenient at my lunch hour because I only have half an hour." And another "Downtown Worker" talked somewhat wistfully about downtown "sanctuaries": "Sanctuary to me is a place where I could go walking, where there are trees, grass, birds and I could be by myself ... Toronto is not too bad in terms of the amount of parkland for a big city, when you compare it to a place like New York which is all concrete. It would be nice to see more, but we're already so built up." These, and other people who contacted Cityplan '91, would agree that we need to increase the opportunities for experiencing nature in the City and to look for new potentials for introducing natural elements in ways that are compatible with urban living.

While the policies in the "Parks and Open Space" chapter address the creation of a comprehensive open space system, the statements below deal more specifically with the relationship between the natural environment and the built areas of the City. They are particularly concerned with introducing increased landscaping on some existing streets, both to link important open spaces together, and to introduce more greenery into the urban environment. The policies also propose that a Landscape and Streetscape Structure Plan be created for the City.

Landscaped Streets
Recommended Official Plan Policy

Jarvis Street, in 1914, was characterized by generous landscaped setbacks and stately trees. There may be potential to restore some of this quality by treating it as a "green" street connection between the Rosedale Ravine and the Waterfront.

96 In order to better connect the natural environment to the City and to establish better connections between built areas and the natural environment, Council shall identify existing streets which connect the Waterfront, the ravines and other significant open spaces, or open spaces and neighbourhood pedestrian destinations, and shall seek to improve the landscape and streetscape treatments on these streets.

Council shall consider giving priority to securing landscape and streetscape improvements on these streets, including placing utility wires underground.

Explanation

Torontonians appreciate not only the grand landscaped spaces contained in our major parks, but also the smaller, daily touches of nature. One woman, for example, described her "likes" in the Cityplan '91 survey, "Of course there are many things that I love about Toronto: the trees, the squirrels, the variety of neighbourhoods, the fact that you can feel relaxed walking down the street."

Children, especially, treasure their contacts with the natural world. "Instead of putting up more tall buildings," one youngster suggested to "Kidsviews", "add parks where kids can play." And another group of children, from St. Josaphats School, was so concerned about the effect of traffic and busy streets on local animal life, that they wrote the Mayor a special letter as part of their "Kidsviews" contribution: "We noticed that roads are laid out close to park areas. We felt sorry for the wild animals disturbed by the volume of traffic and the pollution caused by cars, trucks, and diesel buses. We would like you to arrange to restrict volume and speed of traffic close to park areas ... we suggest electric buses would be better because they don't pollute the air for the animals or for us." Another example of the inter-connection of life, and of the various parts of this report: "a better environment would be better for everyone, kids and raccoons alike". Torontonians are also becoming a City of "tree-huggers", as recent outrage at incidents related to cutting down mature trees in residential areas have indicated. So, from the smallest gesture (protecting mature trees) to the grandest gesture (reconnecting the Waterfront to the City and the people), Torontonians care about nature in their City.

Re-establishing Toronto's ties to its natural environment, and particularly to its Waterfront, is, therefore, a policy direction that responds to a number of current concerns. It reflects a desire to cleanse the urban and natural environments and to bring the two into closer harmony, as the children from St. Josaphats school remind us. It responds to a widespread desire to reveal and enhance the City's natural setting, and to build on Toronto's green character, a quality that residents and visitors value highly. And it meets a growing need, in a more densely developed City, to use to best advantage our present and potential open space resources.

One way of meeting this challenge is to create an open space system, with landscaped streets as connectors that can link the natural open spaces to the urban fabric. Properly designed, these street routes have potential to be experienced as "green places" in and of themselves. In addition, some landscaped streets may connect local and district open spaces, or provide links between local parks and other neighbourhood facilities and important local pedestrian destinations.

Generously planted, the landscaped streets will highlight the physical and visual links between urban fabric and open space. In and of themselves, the landscaped streets will enrich the public realm, with special emphasis placed on pedestrian and cyclist comfort. They should be richly planted, with ample provision for public amenities, like benches and kiosks, and with generously proportioned sidewalks and cycling lanes, where possible.

Landscape and Streetscape Structure Plan
Recommended Official Plan Policy

97 It is the policy of Council to establish a City-wide Landscape and Streetscape Structure Plan identifying appropriate treatments for the edges of important open spaces and other major areas of planted or natural vegetation, landscaped streets, and other open space routes. The Landscape and Streetscape Structure Plan will identify unified planting, paving, street furniture, and lighting treatments to:

i) enhance the special character of particular City streets and open spaces through distinctive landscaping;

ii) enhance views and landmark features, and define significant edges and points of entry to the City, its districts, and open spaces;

iii) identify strategies for preservation, and where appropriate, for restoration of natural heritage areas; and

iv) identify priorities for City expenditures on street tree planting and other streetscape improvements and establish a program for implementation.

Explanation

Creating a cohesive and comprehensive City-wide plan for landscape and streetscape improvements will help to support the open space system, by defining connections among important open spaces, landscaped streets, and other connectors, and by reinforcing their character with appropriate landscape themes. This will, in turn, add to the clarity of the City's pattern.

Sidewalk and Boulevard Treatments
Recommended Official Plan Policy

98 Council will seek to enhance the visual quality, amenity, and comfort of the pedestrian environment by implementing high quality, coordinated improvements to sidewalks and boulevards on important pedestrian streets and publicly accessible open spaces in accordance with the Landscape and Streetscape Structure Plan. It will adopt measures including, but not limited to:

i) establishing guidelines for consistent streetscape designs and materials which shall take into account design, placement, and coordination of paving, planting, street furniture, and signage, as appropriate, and shall seek to ensure that elements such as newspaper boxes, poles, paving, hydrants, wires, signs, transformers, and switch gears, do not detract and where possible enhance the visual quality of the street; and

ii) developing a City-wide street lighting plan, indicating the design and placement of lighting fixtures, and taking into account safety, pedestrian comfort, street type and use, area designation, and other functional and design criteria.

Explanation

The positive side of "street life" involves enjoying the delights and comforts of well-designed, pedestrian-oriented streets. Cityplan '91 survey respondents identified a number of favourite streets. It is worth paying attention to the items they identified as significantly enhancing local streets – notably, trees, broad sidewalks, places to sit, interesting buildings, and lively activities. One woman, for example, singled out the "Queen Street West/Spadina sidewalk extension", as having "created a European atmosphere (trees, cafés, street market)", and wanted the City to "create outdoor pedestrian malls", with no cars, in areas like Yorkville.

Further Actions

As a further action, Council should continue to support the urban forestry management program of the Parks and Recreations Department to address such matters as:

i) the current distribution of street trees throughout the City and the health of trees according to species and location;

ii) an assessment of factors affecting the health of street trees;

iii) creation of updated minimum standards for street tree planting to ensure their survival, including recommended setbacks from the street, design standards for planting pits, irrigation, fertilizing, aeration, and other maintenance procedures;

iv) establishment of minimum standards regarding size of trees to be planted in parks and other open spaces;

v) identification of classes of trees on private property which require protection, and the nature of the amendment to Provincial legislation necessary in order to protect these classes of trees; and

vi) recommended programs for greatly increasing the number of trees planted annually and for increasing the survival rate, as well as the estimated cost of such programs.

5.2.3.5
Pedestrian Environment

The pedestrian environment of the City is the major setting for public urban life. It comprises all of the streets, lanes, walkways, and other open spaces that are accessible to the public. The policies in this section are intended to ensure that this setting is comfortable, interesting, safe, and accessible to all users. These policies should be considered, together with policies dealing with pedestrians in the "Transportation" and "Parks and Open Space" chapters. (Chapters 6.2 and 5.3)

Public Safety and Security in Buildings, Streets, and Open Spaces
Recommended Official Plan Policy

99 It is the policy of Council to promote public safety and security by actions including, but not limited to:

i) ensuring that public safety and security are important considerations in all cases where physical design guidelines are established, and in all approvals of the design and development of buildings, streets, sidewalks, streetlighting, parks, and other public and private open spaces;

ii) encouraging the design and siting of new buildings to provide visual overlook and easy physical access to adjacent publicly accessible spaces, and to allow clear views to the spaces from the street and other public areas; and

iii) improving existing streets, buildings, open spaces, and other publicly accessible areas, where existing conditions do not promote public safety and security.

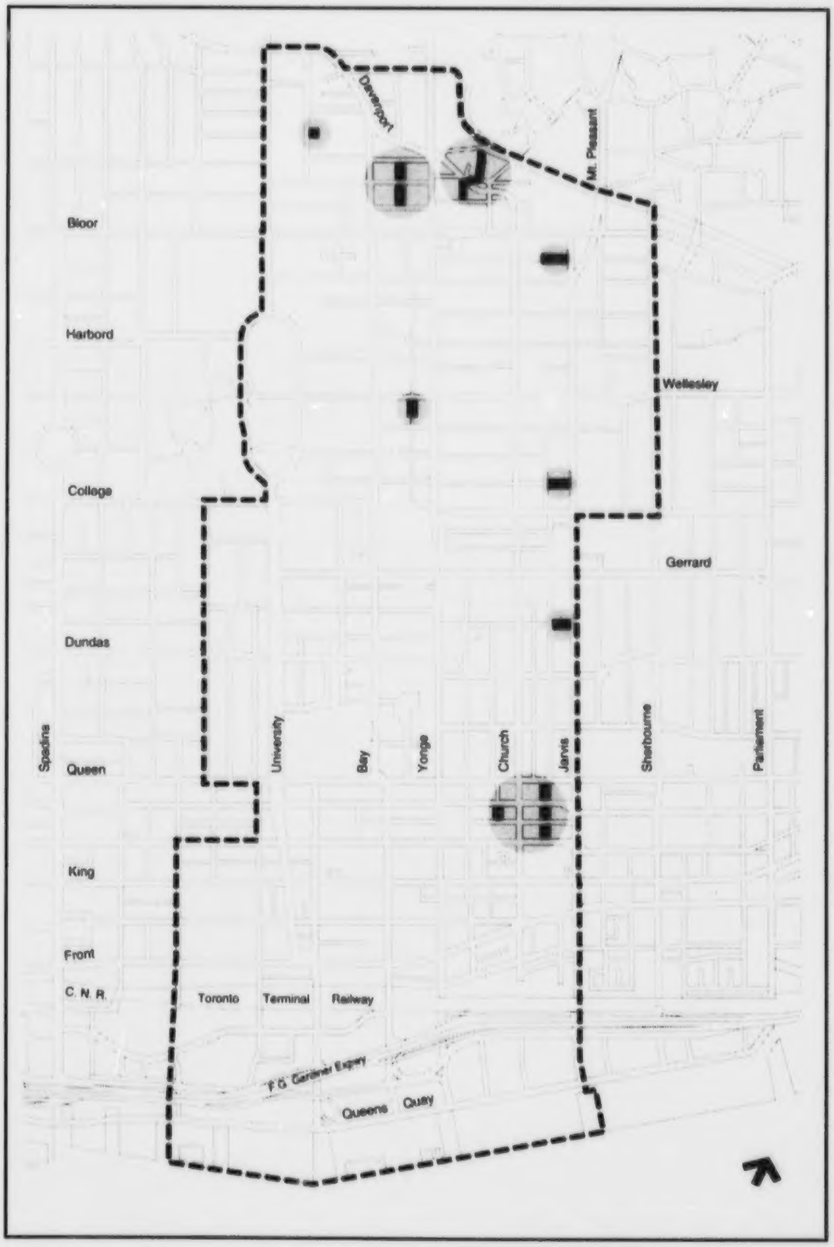
Explanation

Poor lighting; blank, windowless facades; hidden nooks and crannies; thick, visually-impenetrable landscaping, isolated and "anonymous" spaces; blocked sight-lines; and poor maintenance are all physical features that can contribute to creating unsafe environments. At the Cityplan '91 Forum, William H. Whyte commented ironically on a slide which showed a huge, blank wall of a building, "If you set out to design a dangerous space with [blank walls] and nooks and crannies for muggers, you couldn't design a better example than the FBI headquarters in Washington, D.C.". On the local scene, one respondent to the Cityplan '91 survey placed "the housing projects that contain unsafe space between buildings and features that discourage respect for property" at the top of her list of "dislikes", and suggested that it would be "better to have closely packed rowhouses (like in England) to discourage illicit activities in dark spaces".

Toronto is a relatively safe place to live. Yet studies carried out by the Safe City Committee have shown that many people, particularly women, do not feel free to use public spaces and public amenities, because they are afraid to do so. Avoidance of

Map 5.5
Proposed Mid Block Connections

- - - Central Core Boundary
▬ Mid Block Connection


Davenport
Mt. Pleasant
Bloor
Harbord
Wellesley
College
Gerrard
Dundas
Spadina
University
Bay
Yonge
Church
Jarvis
Sherbourne
Parliament
Queen
King
Front
C. N. R.
Toronto Terminal Railway
F.G. Gardiner Expwy
Queens Quay

public spaces and public activities is detrimental not only to the people who restrict their activities and live in fear, but also to the animation of our City streets, and the overall safety and vitality of our communities. As one woman who filled out a Cityplan '91 survey form commented, "I like Toronto's safety and relative civility (perceived threats to safety can be as destructive to a community as the threat itself)." Indeed. It is, therefore, important that City Council continue to place a high priority on creating a safer City. As noted elsewhere in this report (Chapter 7.3, "Social Planning and Community Services"), strategies directed at preventing violence against social groups who are most vulnerable will result in a safer urban environment for everyone.

The Plan will encourage midblock walkways, like Old York Lane in Yorkville, where they add extra pedestrian space and convenience in areas of high pedestrian use.

Pedestrian Circulation

Recommended Official Plan Policy

100 Council will seek to ensure that streets and other public open spaces provide ease of movement for pedestrians, by providing direct and convenient connections between streets and open spaces, subway stations, or other important public destinations. To achieve this objective, Council shall seek to:

(i) extend the existing street level pedestrian circulation system as shown on Map 5.5;

For these interior or exterior walkways, Council's Guidelines for Public Places, as described in this Plan, shall apply. The walkways may be designed in conjunction with open space improvements secured under the **Common Outdoor Space** provision in this Plan. Council may pass by-laws in such areas excluding from the calculation of permissible density that portion of a building used for interior pedestrian walkways.

ii) increase the amount of space available to pedestrians;

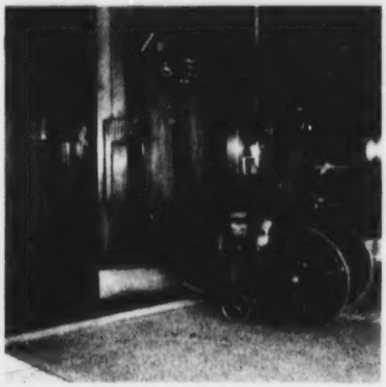
In development in areas of the City with congested sidewalks, or where there is potential for high pedestrian flows, Council shall seek to increase the amount of space available at grade for use by pedestrians. This space may include sidewalks, landscaped sitting areas, transit shelters, or other pedestrian amenities. The additional space may be obtained by reducing the space available to vehicular traffic, or by securing building setbacks. In order to maximize the sidewalk space available to pedestrians, Council shall encourage the incorporation of street furnishings such as seating, vending boxes, and transit shelters, into building facades.

iii) ensure convenient access for people with disabilities to all publicly accessible buildings, facilities, streets, and other open spaces; and

iv) ensure that service activities do not disrupt pedestrian flows on street frontages.

101 Where service laneways do not exist, new lanes shall either be created, or service functions shall be internalized within blocks, with access from the secondary street. In order to facilitate internalized servicing on smaller sites, Council shall encourage shared servicing arrangements among adjacent property owners.

102 Vehicular access points across pedestrian rights-of-way shall be consolidated where appropriate, in order to reduce disruption of pedestrian movement and enhance pedestrian safety on sidewalks.



Public buildings, streets and open spaces are public places and should be fully accessible to everyone.

Explanation

As we have already seen, many downtown streets and lanes have been lost to superblock planning and general City development. The loss of these streets, coupled with high density development, means that many downtown streets are now very crowded, especially during rush-hours and at lunchtime. Not surprisingly, many "Downtown Workers" commented on this congestion. For example, one Worker noted, "The sidewalks are still very narrow in some places. They date back to the days when we had small buildings ... the streets are too congested, especially at lunch time." If we want more people to walk to work (in 1986 half of the "Central Core" residents surveyed walked to work; and a third of those who lived elsewhere in the Central Area walked to work), and if we want to improve the quality of life downtown for workers, residents and visitors, then we have to improve the downtown pedestrian circulation system.

Most pedestrian walkways are currently excluded from the calculation of "permissible density" in the Central Core's mixed-use commercial-residential and institutional-residential districts. This means that developers can build more commercial-residential space than would otherwise be allowed on their sites. The proposed policies recommend that this incentive be limited to specific blocks where the current pedestrian connections are not adequate, and where additional mid-block walkways would be desirable. These blocks are identified on Map 5.5.

Existing walkways that meet the criteria specified in Section 1A.47 (b) of the existing Plan and the Zoning By-law would continue to be excluded from the calculation of permissible density.

These policies, together with the policies in the "Transportation", "Housing" and the "Social Planning and Community Services" chapters of this report, also seek to improve sidewalk circulation and access to buildings for people with various disabilities.

The City should be a comfortable and inviting place for pedestrians. The Plan encourages wider sidewalks, street trees, weather protection, better lighting and other facilities like the chess tables near Yonge Street.

Pedestrian Amenity
Recommended Official Plan Policy

103 Council will seek to ensure that streets and other public open spaces are comfortable and animated and offer varied activities and experiences to pedestrians, by actions including, but not limited to:

i) improving existing pedestrian facilities and securing new facilities that offer amenity for the comfort, convenience, and enjoyment of pedestrians.

Council shall encourage improvements to existing pedestrian circulation routes and facilities, including pedestrian rights-of-way and other walkways, setbacks adjacent to public sidewalks, and some laneways. These improvements may include new pedestrian facilities, such as street trees or other landscaping, paving, street furniture, lighting, weather protection, transit shelters, and/or signs, in accordance with Council's Landscape and Streetscape Structure Plan policies.

ii) encouraging materials, scale, fenestration, and rhythm of the architectural features of building bases that promote interest, diversity, and liveliness in the pedestrian environment; and

iii) encouraging the placement of utility wires underground.

Explanation

For further details regarding landscape and streetscape policies, refer to the section entitled "Open Space, Landscape and Streetscape" in this chapter.

Alternative Pedestrian Systems
Recommended Official Plan Policy

104 **Council shall promote the street as the primary public space for pedestrians by adopting policies including, but not limited to:**

i) prohibiting the construction of elevated pedestrian walkway connections and other overhead structures above public rights-of-way, and where possible, seeking the removal of these structures; and

ii) undertaking a study to define the desired extent of the underground pedestrian system.

Until this is done, Council shall prohibit any further extension to the underground pedestrian system, unless the proposed extension complies with all of the following criteria:

a) the proposed extension must be connected to the existing underground pedestrian network except where the proposed building is directly adjacent to a subway entrance;

b) the street level pedestrian realm must be comfortable and diverse, and pedestrian traffic along the route of the underground connection must be sufficient to maintain an active environment along both the public sidewalk and the new connection;

c) the proposed extension must be located in the Financial District or a High Density Mixed-use Area where existing sidewalks have insufficient width to adequately accommodate pedestrian flows, and have little potential for widening;

d) the proposed extension must link the existing underground network with the subway system and must provide a direct connection between the subway station and the street;

e) the building(s) linked by the underground connection must use a minimum of 60 percent of their frontage for street-related retail and service uses which are directly accessible from the sidewalk; and

f) the hours of public use in the underground extension must at minimum coincide with the hours of operation of the public transit system.

Explanation

"There is almost a holy war going on against the street," William H. Whyte announced to the Cityplan '91 Forum. "Planners are putting the streets into upper level walkways, underground in subterranean concourses, almost everywhere except at street level." Given the singular importance of the street level street to urban life, this trend, according to Mr. Whyte, should not be encouraged. While many Torontonians appreciate the protection provided against our cold climate, others agree with Mr. Whyte and make the case to "halt the spread of the underground City", as one Downtown Worker recommended. Some lamented the fact that "you could live the whole day without going outside" at all. And others commented on the below ground disorientation that often seems to accompany their journeysd underground. "You can get lost in there. You have to know your way around," explained another Downtown Worker. And, even if some protection is welcome, contact with the great outdoors is also welcomed, "I like having access to the outdoors, even if it's just to walk over to the subway. After being stuck in the office all day, it's nice to get out into the open air."

Because the street level network is the primary public pedestrian system in the City, optimum levels of safety and comfort should prevail there. Alternative, above and below grade, privately controlled pedestrian systems may provide shelter from the elements, but they also draw activity away from the street. In most areas of the City, the volumes of pedestrian use are simply not sufficient to support a secondary pedestrian system, without resulting in reduced safety, security, and amenity for users of the public, ground level pedestrian network.

Section 1A.47 (a)(i) of the current Official Plan indicates that it is the policy of Council to promote the extension, where appropriate, of the system of pedestrian walkways at ground level, above ground level, and below ground level. The policies proposed here recommend that the current policy be amended to limit any further above grade walkways. This reflects the issues outlined above and is in accordance with the position taken by Council on May 28, 1990, when it adopted policies prohibiting the construction of pedestrian bridges across public rights-of-way.

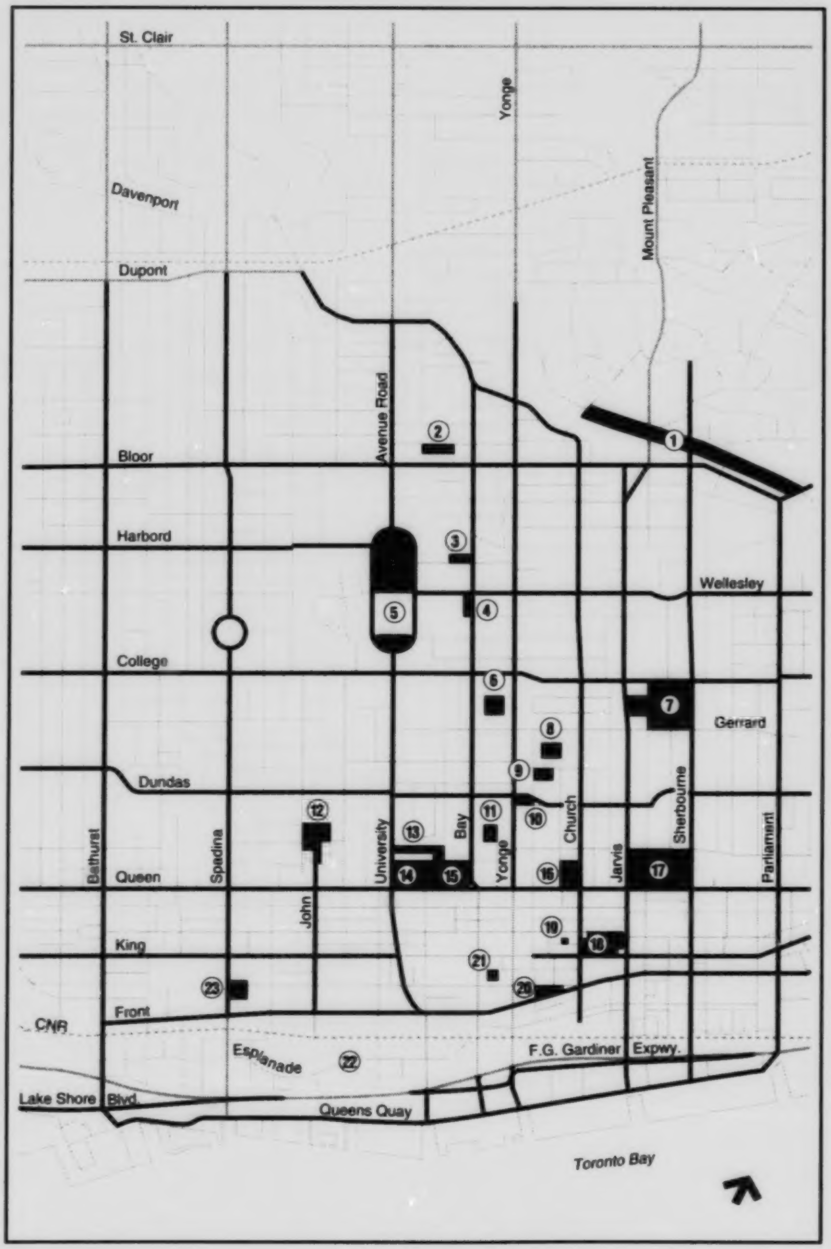
The policy proposals also recommend that Council undertake a study to define the limits to the underground system. Until this is completed, we propose that the criteria specified here be applied when assessing proposals to extend the existing underground network. The criteria are intended to ensure that the quality, comfort, and viability of the street level pedestrian environment is secured as a first priority, and that any extensions to the underground network will meet broader public objectives, such as convenient access to the public transit system.

Map 5.6

Principal Open Spaces and Streets to be Studied for Sunlight and Other Pedestrian Comfort Standards

▭ Streets to be Studied

1 Rosedale Ravine
2 Cumberland Park (proposed)
3 St. Michael's
4 Mowat Block Garden
5 Queen's Park
6 College Park
7 Allan Gardens
8 Ryerson Quad
9 Devonian Square
10 Dundas Square (potential)
11 Trinity Square
12 Grange Park
13 Osgoode Mall
14 Osgoode Garden
15 Nathan Phillips Square
16 Metropolitan United Church
17 Moss Park
18 St. James Park
19 Courthouse Square
20 Berczy Park
21 Commerce Court
22 Refer to the Railway Lands Review
23 Clarence Square


St. Clair
Yonge
Davenport
Mount Pleasant
Dupont
Avenue Road
Bloor
Harbord
Wellesley
College
Gerrard
Dundas
Bathurst
Spadina
University
Bay
Yonge
Church
Jarvis
Sherbourne
Parliament
Queen
John
King
Front
CNR
Esplanade
F.G. Gardiner Expwy.
Lake Shore Blvd.
Queens Quay
Toronto Bay
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Recommended Official Plan Policy

105 It is the policy of Council to seek to improve the safety, amenity, and accessibility of existing underground pedestrian walkways by establishing and implementing guidelines for improvements to publicly owned pieces of the network, encouraging similar improvements to be undertaken on privately owned portions, and requiring any future extensions of the underground network to comply with these guidelines.

The improvements shall include, as appropriate: providing better access for all users; reinforcing the visual connections between the street and the underground; increasing public amenities such as washrooms, seating, telephones, maps, and natural light; establishing height and width criteria for more comfortable walkways; improving visibility and orientation by maximizing lines of sight along walkways, and providing a comprehensive signage system to clearly identify routes; creating visual interest in materials, colours, and finishes; providing public art, displays and exhibits; and improving lighting, ventilation, and acoustic qualities of the system.

Explanation

We recommend that the existing network of underground pedestrian walkways in private and public ownership be improved to enhance their safety, amenity, and accessibility. Council should establish guidelines for these improvements, and should take steps to implement them on publicly owned portions of the system.

Sun, Wind, and Pedestrian Comfort
Recommended Official Plan Policy

106 Council shall seek to protect pedestrians from the force of wind induced by the height, form, and spacing of future buildings.

To this end, Council shall use its powers of regulation to try to ensure that the equivalent wind speed, (an index combining mean wind speed and gustiness) will not exceed the following maximum acceptable levels for public sidewalks and open spaces for more than a specified percentage of the total daylight hours to be determined by further study:

Areas where people walk: 18km/hr.
Areas where people sit: 12km/hr.

107 Council shall seek to reduce the effect of existing high wind velocities in important pedestrian areas by providing or securing provision of remedial elements such as landscaping, screens, sheltered walkways, canopies, and/or other appropriate elements.

108 For all development proposals which exceed 30 metres in height, Council shall encourage the submission of wind impact studies which address the wind standards cited in the above section for review at the conceptual design stage and shall require such wind studies at the development review stage.

109 Council shall use its powers to preserve sunlight on streets and other open spaces by regulating building heights and massing. (As an interim measure, on the streets shown on **Map 5.6** as "Principal Open Spaces and Streets to be Studied for Sunlight and Other Pedestrian Comfort

The City should ensure that the shape, height and spacing of new buildings does not create uncomfortable wind conditions on the street.

Standards", the feasibility of achieving a standard of a five-hour period of sunlight spanning the noon hour upon at least one sidewalk on September 21, the autumnal equinox, will be studied. Compliance with this standard will be required where it can be achieved and would significantly improve pedestrian comfort levels. On streets or parts of streets identified on Map 5.6 where a five-hour period of sunlight is not feasible, measures will be pursued to achieve wherever possible a minimum of three hours of sunlight spanning the noon hour upon at least one sidewalk, on September 21.)

110 It is the policy of Council to develop sunlight standards for parks and publicly accessible open spaces based upon the type of open space, the anticipated uses, and the physical context of the open space. Council shall use its powers to regulate building heights and massing to achieve these standards. (As a first step, the feasibility of achieving sunlight standards on the parks and open spaces identified on Map 5.6 will be studied.)

Explanation

"Sunlight is necessary for comfort," planner/researcher Peter Bosselmann told the Cityplan '91 Forum. So is shelter from the wind. Otherwise, in San Francisco's cool coastal climate, "strolling along a sidewalk or sitting on a bench can be uncomfortable." In Toronto, as well, streets and other public open spaces that are sheltered from unpleasant wind conditions, sunny much of the day, and framed by buildings of comfortable scale, enrich and enliven our lives in the City. They are also appreciated by local residents, like the Cityplan '91 survey respondent who simply liked the fact that "one can actually see and feel the sun along City streets." By contrast, the loss of sunlight and/or the creation of wind drafts as a result of adding a looming new building eliminates spaces as pleasant places to sit or stroll, not only for today, but for a long, long time to come ... a fact that is not appreciated by local residents. Another survey respondent did not like "the highrise office buildings" in Toronto, because they "create vacuums without sunlight in the summer and wind tunnels in the winter." Local residents have been known to get up in arms about proposals for buildings that would overshadow cherished open spaces. For example, citizens raised a hue and cry in the early '70s and prevented Trinity Square, now next to but not in the shadow of Eaton Centre, from being plunged into darkness by a redevelopment scheme.

Therefore, interest in the sun, the wind, and pedestrian comfort is definitely not new in Toronto. *On Building Downtown*, a study which was undertaken in conjunction with the 1976 Official Plan Review, was explicit in stating that the form of new buildings should create desirable year-round conditions of wind, sun, and shade in designated open spaces and adjacent streets. Standards for sunlight access to streets and other open spaces were proposed, to be measured at specified times and dates. Requirements for wind testing were also defined, to ensure that new buildings did not aggravate existing wind conditions. The general objectives of improving pedestrian comfort were included in Sections 1A.41 and 1A.48 of the existing Official Plan, but implementation was left to Council "using its power of regulation and review" to "apply objective standards to determine satisfactory conditions". However, 15 years after the adoption of these policy statements, there are no approved "standards" against which to measure the microclimatic effects of buildings, even in the instances where shadow diagrams and wind test results are provided in the course of Development Review.

The City of Toronto hired the Center for Environmental Design Research at the University of California (Berkeley) and the Centre for Landscape Research at the University of Toronto to conduct a Sun, Wind, and Pedestrian Comfort Study, (see *Cityplan '91 Background Report No. 25: Sun, Wind and Pedestrian Comfort*) which examines the effects of buildings on sunlight on City streets and other open spaces; examines the effects of buildings on wind conditions at street level; and reviews the combined effects of sun and wind conditions on "pedestrian comfort". Field measurements of sunlight conditions were conducted along downtown streets and open spaces, and laboratory tests on scale models were used to evaluate wind and shadow effects for low, medium, and high density development scenarios.

The most basic observation confirmed by the study is that in Toronto, sunlight and wind conditions play a critical role in determining thermal comfort for pedestrians in public open spaces and on sidewalks. In both the spring and fall seasons, people sitting on benches or strolling along sidewalks benefit from direct sunlight and protection from wind.

In all three case study areas, the analysis showed that adverse wind conditions would be created in some locations, given future development allowable under current planning regulations. In general such conditions could be avoided if the height and placement of future building volumes were modified. The combined wind effect and shading caused by future development under current planning regulations would render sections of sidewalks, and to a lesser extent open spaces, uncomfortable during the spring and fall seasons. Again, in most cases uncomfortable conditions could be avoided at these times by shaping buildings in a way that would allow sunlight to reach open spaces and sidewalks which are now heavily used.

The findings in the report suggest that planning controls designed to prevent the worsening of climatic conditions for pedestrians would be most effective if they included mandatory provisions for sun access during the spring and fall seasons, as well as protection from strong winds year-round. Consequently, the report recommends the adoption of planning legislation that controls adverse wind conditions caused by new construction. In addition, it recommends establishing height limits to preserve sunlight to parks and open spaces in the Central Area during those times of the day and year when sunlight is most necessary for the comfort of pedestrians using these spaces. Finally, the consultants' report recommends that similar height limits be established to guarantee a minimum of: three hours of sunlight at the high-use midday period, on all City streets; five hours of sunlight spanning the midday period on streets where large numbers of people stroll, shop, and live; and seven hours of sunlight on residential streets lined by low-rise buildings.

This is a very detailed and thorough report which should be read separately for a fuller understanding of the issues. Some of the major recommendations of the study are as follows:

Consultant Recommendations Regarding Wind Conditions

- The City should establish a "performance standard" that protects pedestrians from the "mechanical" force of winds induced by the design and placement of future buildings. The performance standard would consist of: a maximum acceptable level of "equivalent wind speed" (i.e., 12 km/hr. for seating areas; 18 km/hr. for pedestrians); a percent of the time that the acceptable levels may be exceeded during daylight hours; and a testing procedure for proving that a building complies with the standard.

- The City should revise existing "height zones" to eliminate height zone changes that exceed 100 percent between adjacent zones (in other words, a jump from 50 metres to 125 metres would be considered excessive), as abrupt height changes significantly increase wind velocities on adjacent streets and open spaces.

- The City should revise the boundaries of existing "height zones" so that they abut one another in the centre of blocks rather than at the centre of streets, to eliminate the possibility of dramatic changes in height on opposite sides of the same street.

- The City should ensure that the height limits and the allowable densities on sites are compatible with each other, and place emphasis upon "height" as a regulatory tool.

- Above the "street wall", i.e., the portion of the building immediately adjacent to the street, the upper floors of buildings should be set back a minimum of six metres to lessen downwind effects. At this distance from the building line, the building may rise to a maximum height limit for the zoning district. The setback dimension should be increased if wind tunnel studies indicate that a larger setback is needed.

Consultant Recommendations Regarding Sunlight for Streets

- The City should restrict the height of allowable development in such a way as to guarantee that a minimum of three or more hours of sunlight during the mid-day period between the spring (March 21) and fall (September 21) equinox is possible on the City's sidewalks.

- The study recognized that different streets have different functions, sunlight needs, and grid orientations; it has, therefore, recommended the adoption of a "street classification system", which would assign three, five, or seven hour sunlight periods, between the spring and fall equinox, to specific streets. These sunlight periods would span the high use, mid-day hours, and all measurements would be taken on September 21, which represents the daylight saving time condition. The classification proposed by the consultants is shown in Figure 5.1.

- The study recommends that the height restrictions in the City be set to implement these suggested sunlight requirements. A maximum "streetwall height" would be set according to the width of the street, and a sloping plane based on the applicable "sun angle" would determine allowable heights within the property, up to the maximum height limit for the zoning district.

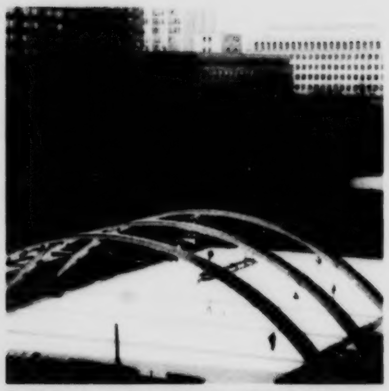
- On a north/south street, the standards produce a symmetrical "building envelope", or three dimensional space which the buildings would occupy and which would produce

Figure 5.1
Consultant's Recommended Sunlight Periods on Streets

Sunlight Duration	Orientation	Time Span	Street Type
7 hr.	N/S	9:30 am – 4:30 pm	Low Density Residential
	E/W	10:18 am – 5:18 pm	
5 hr.	N/S	10:18 am – 3:18 pm	Medium Density Residential and Mixed-use
	E/W	11:18 am – 4:18 pm	Promenades, Historic, Main Streets
3 hr.	N/S	11:00 am – 2:00 pm	All Other Streets in Central Area
	E/W	12:18 pm – 3:18 pm	

identical height restrictions on both sides of the street. On an east/west street, however, "sunlight access" during peak periods is governed by the built form on the south side of the street only. Therefore, the "angular plane height limit" would apply only to the south side. To produce a balanced "street profile", however, the study recommends that the bases of buildings on the north side of east/west streets be restricted to a "street wall height" equal to that on the south side.

Consultant Recommendations Regarding Sunlight for Parks and Open Spaces



Sunlight on a park or plaza can make a significant difference to whether people enjoy using public open spaces throughout the seasons.

- Once Council adopts a "classification" for parks and open spaces, the consultants recommend that the City set an "objective" for the amount of sunlight for each type of space, which takes into account the type of space, the physical context, and program of use, having as an overall aim the desire to provide as much sunlight as possible into the space. A "model classification system" and related "sunlight standards" have been presented by the consultant. For example, "urban gardens", such as the forecourt of Osgoode Hall, would have a requirement of sunlight over 50 percent of the area, from 1.5 hours after sunrise to 1.5 hours before sunset, from the spring to the fall equinox. However, "courtyards", such as Commerce Court, which are more restricted by surrounding buildings, would have a lesser sunlight standard of a minimum of three hours over 33 percent of the area, from 11:18 a.m. to 2:18 p.m., from the spring to the fall equinox.

- The consultant study recommended that sunlight for each park and open space be legally secured by setting height limits for buildings in the vicinity of each open space, which would be specified in a "sun access easement" attached to each property. No "net increase" in shadowing would be allowed over parks and open spaces which do not currently meet the newly developed sunlight standards for their type of space. This would mean that existing buildings would be exempt from the new standards (i.e., no changes would have to be made to them); but any new development would have to be constructed in such a way that the amount of sunlight reaching the open space would not be reduced below the standard.

Further Actions

In order to refine and implement the sunlight and wind condition policies recommended in the proposed Official Plan policy, several further actions are required. First, a standard weather dataset should be established, based on available meteorological data. Secondly, a standard procedure to be used by wind consultants for testing wind conditions, generated by proposed changes to the City's built form, should be identified. Thirdly, sun access easements should be identified for all major publicly accessible open spaces in the Central Area, with priority given to the parks and open spaces identified on Map 5.6. And fourthly, the streets identified on Map 5.6 should be studied to determine the feasibility of achieving the proposed five-hour sunlight standard. We should note that some of these streets have already been studied to determine the appropriate land use designation and density during the preparation of the land use plan described in Chapter 9.2.

Weather Protection
Recommended Official Plan Policy

111 In order to provide pedestrians with protected passage, Council shall identify streets or parts of streets, and edges to open spaces, where at grade continuous weather protection systems such as building overhangs, canopies, colonnades, or awnings are desirable. Council shall seek to ensure that such systems are incorporated in new development at these locations.

112 Council shall establish guidelines for the design of pedestrian weather protection systems, having regard for height and width dimensions, ease of pedestrian movement, integration with building design, relationship to street or open space, safety and maintenance requirements.

Explanation

We live in a climate of extreme conditions, so Torontonians are faced with everything from cold, blizzardy winter days to blistering hot summer days, and good deal of other types of "weather" in between. The life of the pedestrian could be eased markedly by providing more shelters, canopies, and other forms of protection from unpleasant weather conditions. These can be both useful and aesthetically pleasing if properly designed, as is indicated in the proposed policy statement.

The City will encourage new developments to incorporate weather protection in areas of high pedestrian use.

5.2.4
URBAN DESIGN IMPLEMENTATION

The urban design policies propose that Council regulate development so that built form, landscape, and streetscape enhance City patterns; contribute to the quality of public spaces; and form a worthy legacy. In doing so, Council will be guided by the general policies described in the Official Plan, and in some cases, by Urban Design Concept Plans, detailed Urban Design Guidelines, and Streetscape Guidelines as well. Urban design policies will be implemented through the Zoning By-law and through Section 40 of the Planning Act (1983).

5.2.4.1
General Official Plan Policies

The Official Plan policies contained in this report are intended to promote a basic, consistently high level of urban design throughout the City. On most sites under Site Plan Control, "as of right" development should be facilitated by limiting urban design regulation to compliance with the heights, densities, build-to lines along the street, i.e., the boundary at which the building meets the street, setbacks, and continuity of street wall conditions that will be set out in the Zoning By-law, and compliance with the general urban design policies contained in the new Official Plan, which will be implemented through the Development Review process. This should be adequate to achieve appropriate building massing for the edges of streets or other public spaces; to provide a contextual "fit" with surrounding areas; and to create a comfortable, pleasant pedestrian realm. The Zoning By-law will need to be reviewed and, in some cases, revised, in light of the policy proposals for common "build-to lines", setbacks, and in some cases, heights that meet pedestrian comfort standards.

5.2.4.2
Urban Design Concept Plans

Urban Design Concept Plans will be undertaken for areas and/or streets as warranted, to preserve, enhance, or create significant City patterns. The plans will also deal with the location, form, size, and landscape treatment of open spaces; the preferred location of institutions and community services; the siting and orientation of buildings, and the location of taller structures; the location of pedestrian and service access to buildings; the location of weather protection; and streetscape treatments.

Urban Design Concept Plans will be undertaken for areas or sites where there is a proposal to change the existing regulations affecting physical form. Examples include major areas of intensification, such as the East Downtown, and comprehensive redevelopment areas, such as Ataratiri, Harbourfront, East Bayfront, the Garrison Lands, and Queen/Dufferin Lands. In these cases, the plans will normally be concerned with establishing patterns of open spaces, streets, blocks, and buildings, in order to form distinctive, liveable neighbourhoods, and to link them to nearby districts and to the City at large. Examples of streets where Urban Design Concept Plans might be undertaken include Bloor, Bay, Jarvis, and Dundas.

5.2.4.3
Urban Design Guidelines

In some cases, the proposed Official Plan policies identify the need for specific Urban Design Guidelines to preserve, enhance, or create particular urban qualities in special areas or sites. These guidelines will address issues such as the three-dimensional relationship of building to street and/or other open space, building scale and massing, and disposition of architectural elements. Urban Design Guidelines will be developed for areas and sites in the following cases: where it is important to reinforce significant City patterns; where existing urban patterns must be transformed to support changing uses and/or where there is a proposal to change the existing regulations affecting physical form; where it is necessary to implement policies concerning matters such as weather protection systems or improvements to the underground pedestrian system.

Sites that play a key role in reinforcing City patterns will be identified on the basis of their prominence as landmarks or points of entry; on the basis of their potential impacts on important views or vistas; or on the basis of their significant built form or landscape character. The Urban Design Guidelines appropriate in these cases will depend on the nature of the areas or sites. The guidelines might be very simple, such as identifying building envelopes, or they may be more detailed, dealing with specific contextual elements in areas or sites where it is important to sustain an established urban or architectural character. The sites that form the settings for the City's most important public architectural landmarks, or the streets and areas of unparalleled significance in the City (such as University Avenue and the edge of the Inner Harbour) require extremely sensitive architectural treatment and, therefore, warrant the most comprehensive Urban Design Guidelines and the most rigorous review, through the Area of Special Identity designation.

Some areas and sites of City-wide significance which warrant Urban Design Guidelines have already been identified through the City pattern analysis. We propose that these be designated in the new Official Plan. We also anticipate that a similar analytical process will be followed in Local Area Studies to identify sites of significance to a neighbourhood context, where Urban Design Guidelines should also be applied.

Sites or areas where changes to the existing urban patterns are being proposed may include areas of intensification, or areas of comprehensive redevelopment. In areas of intensification, guidelines will be necessary to ensure that new development is compatible with existing contextual patterns. In comprehensive redevelopment areas which may have little inherent character to build upon, the goal will more often be to create new patterns of physical form that are based on Toronto's historic patterns. Guidelines for major areas of intensification or comprehensive redevelopment will always be accompanied by an Urban Design Concept Plan, as described above.

5.2.4.4
Landscape and Streetscape Guidelines

The proposed Landscape and Streetscape Structure Plan will identify guidelines for appropriate planting, paving, street furniture, and/or lighting treatments on sites at the edges of major open spaces, and along important pedestrian streets and other pedestrian routes throughout the City. The depths of landscaped setbacks, the widths of sidewalks, the distribution and maturity of trees to be planted along the streets, the treatment of paving, and the arrangement of street furniture will all be elements used to establish consistent characters for particular streetscapes. The Streetscape Guidelines will apply to a limited number of streets in the City, which will be identified in the Landscape and Streetscape Structure Plan. These guidelines will be implemented through Site Plan Control and collateral agreements.

5.2.4.5
Implementation Program

A comprehensive background manual, the Urban Design Primer, is being compiled as an initial step toward implementing the urban design policies. The primer will provide background on the City pattern analysis, and an elaboration of the urban design policies, for the information of planning staff, design professionals, the development industry, community groups, and the general public. It will also influence the urban design components of Part II Plans and Area Studies.

The City will identify areas and sites where Urban Design Concept Plans are required and set a timetable for creating them. The City will also begin work on a Landscape and Streetscape Structure Plan, which will include streetscape guidelines.

Urban design is a very complex, detailed, and important process, which has a critical bearing on the "quality of life" in our City. One citizen who filled in a Cityplan '91 survey form put the whole City-building process in context, by suggesting, "Start by saying 'I want to make this a good place for my kids and their kids to live.' Please."

5.3
PARKS AND OPEN SPACE

> "Parks and open spaces take ... a variety of forms and serve a host of needs that are fundamental to the very idea of the city."
>
> **Barry Sampson, Cityplan 91 Forum**

Torontonians love their parks and open spaces. The citizens surveyed for Cityplan '91 placed "availability of parks and greenspace" at the top of their list of things they "like" about Toronto. Given this affection for parkland, it is perhaps not surprising that suggestions for improving our parks and open spaces ranked near the top of the "solutions" collected by the same survey for Cityplan '91 (*Cityplan '91 Background Report No. 12: Toronto Speaks*). Torontonians are saying: "our parks system is good ... but it could and should be better". The policies outlined in this chapter are designed to do just that: protect and improve what we have and ensure that future growth and development attain an equally high standard.

5.3.1
SUMMARY

Streets and parks, gardens, courtyards and plazas provide a setting for public life in the city. Improving the quality of this parks and open space setting and making it more accessible to a wider range of people are major objectives of Cityplan '91. The recommended parks and open space policies are built upon the mutually supportive pillars of creating the quality spaces needed to serve the residents and workers of Toronto, and tying those parks and open spaces together into a connected network wherever possible. The major policy directions recommended are as follows:

i) Lands required to create an expanded Open Space System in the City of Toronto are identified and designated for that purpose. This entails the creation of district and local parks and other open spaces and their connection by linear open space corridors.

ii) A high level of physical comfort, safety, accessibility, design quality and utility is promoted for all public parks and open spaces through design criteria.

iii) The City's existing parks provision standards for areas outside the Central Core are retained, while improved standards are introduced for the Central Core to account for the size of working and resident populations as well as walking distance to parks.

iv) Park-deficient areas of the Central Core are identified. This review concludes that parks provision in the Central Core has lagged behind the increase in resident and worker populations since 1976. Recommendations are made to secure key park spaces in the Central Core through a variety of means including: the use of Capital funds; the City parks levy; agreements which accompany the redevelopment of lands; and provincial funding for parkland to accompany social housing. Recommendations are made to secure key park spaces in the Central Core which are currently on short term or easily cancellable leases and have unused development rights.

v) For larger sites and major new residential neighbourhoods, the City parks and public recreation levy should be increased so that the long-standing City parks standard of .6 ha. per 1,000 persons can be attained. On individual building sites where it is difficult to apply the City standard without discouraging residential development, a lower levy is suggested.

vi) Additional policies for the creation of parks in major new residential neighbourhoods are established.

vii) Where concentrations of social housing are to be constructed, some options are recommended for Council to provide parks.

viii) Before Council approves any rezoning bylaw for residential uses in a park-deficient area, Council will adopt a policy recommendation setting out how parks will be provided in the area.

Linking our parks and open spaces to create a continuous system is an important objective of the Plan.

5.3.2
BACKGROUND

Past Policies and Current Issues

Spurred by studies showing that the City of Toronto had one of the lowest rates of parkland provision among large Canadian cities, City Council put considerable emphasis upon parks planning in the 1976 plan. Prior to 1976 the parks policies within the Official Plan were skeletal; the new Plan introduced a number of important concepts, which we build upon in this document:

i) The creation of an easily accessible, linked system of public open spaces in both the Central Core and the City as a whole.

ii) The need to provide parkland for workers and visitors throughout the City, rather than just for residents in residential areas.

iii) The introduction of simple general criteria for the design and appropriate size of parks.

iv) The introduction of walking distance standards in measuring parkland adequacy in the Central Core, whereas previous standards had been based on acre-per-residential population standards generalized over large areas.

v) The identification of park-deficient areas in the Central Core and creation of a strategy to obtain parks in those areas.

The Parks policies put forward in this chapter are intended to replace the parks and open space policies contained in Sections 5.1 to 5.7 and 5.21 to 5.33 inclusive, and Section 1A.45 (c) of the currently approved Official Plan. The parks provision standards for Residence Areas contained in Section 2 of the current Official Plan are being retained.

5.3.3
DIRECTIONS

5.3.3.1
Creating an Open Space System in Toronto

Recommended Official Plan Policies:

113 Council will develop and will encourage the development of a significant system of **parks** and open spaces connected by continuous paths suitable for use by pedestrians, cyclists, and skiers. The Lakeshore, the Toronto Islands, regional parks, the ravines and potential linked networks of **parks**, open spaces and routes designated as **Open Space System** on Map 5.7 shall form the essential elements of the system.

114 Council will seek to create green routes along linear corridors such as defunct rail corridors and rail corridor setbacks for use by pedestrians, cyclists and skiers, as well as landscaped streets as part of the continuous **Open Space System**.

115 Council may create **local** and **district parks** and open spaces in locations other than those designated as **Open Space System** on Map 5.7 to this Plan, in accordance with the policies of (current) Section 2.12 and provisions of Part II of this Plan.

116 Council will seek the cooperation of private owners and public authorities and agencies who own land in areas designated as **Open Space System** to achieve the development of these **parks** and open spaces and the routes which connect them.

117 In the areas designated as **Open Space System** on Map 5.7, no City-owned land will be disposed of, and Council will acquire land and encourage the acquisition of land by other public agencies, wherever possible, to complete the continuous open space network, with an emphasis upon obtaining lands which comprise major natural features. Where sites for new **parks** and open spaces are being considered, a criterion in the site selection process shall be the ability to provide a link to the **Open Space System** or other **local** and **district parks**.

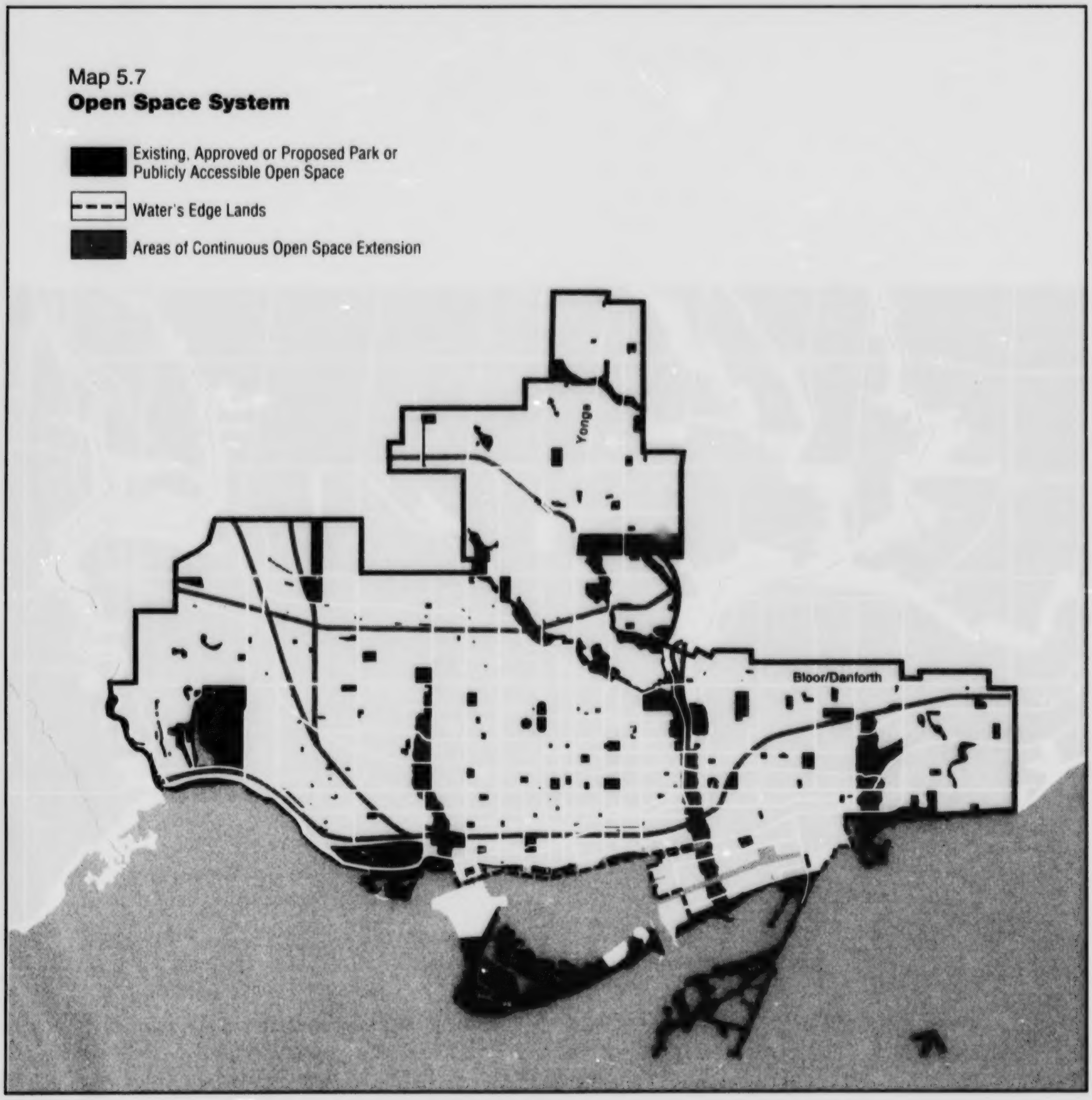
118 In the areas designated as **Open Space System** on Map 5.7, Council shall discourage the sale, or lease of lands now owned by any government, crown corporation, public board, commission or agency to private interests, in order to safeguard the future development of a continuous **Open Space System**. Where public lands designated as **Open Space System** are in use for other than **parks** and open space purposes, Council shall encourage their use for **parks** and open space purposes.

119 Major access points to the **Open Space System** will be clearly and attractively signed and located to maximize access.

NATURE TRAI

Access points to the Open Space System should be clearly and attractively signed.

120 Where any lands designated as **Open Space System** are in private ownership, this Plan does not indicate that this land will necessarily remain as open space indefinitely, nor shall it be construed as implying that areas designated as **Open Space System** are free and open to the general public



Map 5.7

Open Space System

Existing, Approved or Proposed Park or Publicly Accessible Open Space
Water's Edge Lands
Areas of Continuous Open Space Extension
Yonge
Bloor/Danforth

or will definitely be purchased by any municipality. If proposals to develop any such lands that are in private ownership are made and a municipality or public agency or board does not wish to purchase such lands in order to extend or maintain the Open Space System, then an application for the redesignation of such land for other purposes will be given due consideration by the City, insofar as such redesignation is consistent with the policies of this Plan.

Explanation

We have created many publicly and privately owned open spaces in Toronto, but we have little tradition of organizing these spaces into the kind of formal order that produced the landscaped boulevards and linked parks characteristic of many planned North American and European cities. But creating a continuous network by linking together individual parks enables people to enjoy a much fuller and diverse urban parks experience than they would otherwise encounter. A continuous connected parks system makes the entire network more valuable than the sum of its parts. Walking, running, cycling and skiing in diverse, safe and attractive surroundings all become cherished experiences, especially when they are possible in the heart of a major city.

Fortunately, we can still create such an Open Space System in Toronto, a system that would be accessible from most districts of the City. This can be achieved through the completion of the major parks system based upon natural features such as the ravines and Toronto Island, and the creation of green corridors feeding into and linking that system. These green corridors would include new parks, pathway links, man-made linear corridors originally created for transportation purposes and landscaped streets. This potential is shown on Map 5.7 as Areas of Continuous Open Space Extension and Water's Edge Lands.

This system would consist of two kinds of open space – which we will call places and routes. The places are the open spaces which are the destinations and focus of activities and include: parks, squares, courtyards, gardens, forecourts, plazas, landscaped setbacks, and walkways as well as their indoor counterparts, the atrium, wintergarden, arcade and galleria. The routes are the natural and man-made corridors and landscaped streets which connect these places.

The 1969 version of the City's Official Plan explicitly recognized the potential for a major parks system by linking natural features such as: the Lakeshore; the Humber and Don River Valleys; the Lake Iroquois Escarpment; and the local and district parks located on the vestigial remnants of former natural features. These lands, whether in public or private ownership, were designated as Open Space in the City's generalized land use plan and a policy was adopted to create continuous connecting paths between individual parks and open spaces within the system. However, the lands designated as Open Space were primarily existing publicly owned parks and did not allow for the creation of new parks and open space to fill the gaps.

We now propose to rectify this. We recommend that the City designate as "Open Space System" the lands required to make that system a reality. One important example is the establishment of an Open Space Corridor along the entire extent of the waters edge to link the Humber/Eastern Beaches/Harbourfront open space network with the Outer Harbour/Don River/Western Beaches open space network. In the *Watershed Report* of the Royal Commission on the Future of the Toronto Waterfront, a waterfront trail stretching from

Burlington to Newcastle is proposed to be created by 1993. In November 1990, Toronto City Council endorsed the *Watershed Report* and we are now proposing to take the necessary action to help create a central portion of the trail and extend it to residential areas throughout the City.

In the areas shown as "areas of continuous open space extension" on Map 5.7, the system should be expanded by acquiring public parkland. Where this is impossible, however, off-street paths between individual public parks and publicly accessible open spaces should be considered. Where neither of these options is available, landscaped streets with specialized landscape treatment and directional signage should be created to provide a pleasant street link between parks in the system. These landscaped streets will be part of the City-wide landscape structure plan outlined in Chapter 5.2 of this report, 'The Physical Form of the City".

Section 5.7 of the existing plan provides that publicly-owned land designated for Open Space purposes will be used only for park, recreational and ancillary uses. In order not to lose key park links to private development, we recommend that this policy be retained to apply to all lands within the Open Space System. The same section of the existing Official Plan also provides that the owners of lands designated as "Open Space System", which are privately owned, may apply for redesignation. Should a municipality not wish to purchase the lands for the Open Space System, the City could consider redesignating them.

Toronto must do its share to develop a waterfront open space system that extends from Burlington to Newcastle.

5.3.3.2
Improving the Quality of Parks and Open Spaces: Safety, Access, Design and Comfort

Recommended Official Plan Policy

121 A high standard of design to promote comfort, safety, enjoyment, accessibility, a sense of nature and usability should be provided and maintained in existing parks and open spaces. New parks and open spaces shall be sited and designed so as to provide these qualities.

Explanation

There are no policies or statements in the existing Official Plan which relate to the type or quality of parks and open spaces outside of the Central Core. The Plan statements for parks outside of the Central Core are currently limited to setting out hectarage per population and walking distance standards for the provision of local, district and regional parks in Residence Areas of the city. Qualitative statements in the current Official Plan relating to the Central Core stipulate:

i) the need to have regard for the park's physical surroundings; the degree of public involvement in the design of parks; and the appropriateness of their size and design to anticipated activities throughout the year (5.22);

ii) the location of parks to ensure they are readily viewed and perceived as public; and the provision of ready physical access to all members of the public (5.26);

iii) the design of city parks to accommodate the anticipated recreation activities of surrounding populations (5.27); and

iv) the provision of local parks to accommodate both active and passive recreational uses, including athletic facilities and playgrounds in areas where housing suitable for families with children is located. (5.28)

We are proposing to establish Official Plan policy statements that will apply across the City to encourage the creation and maintenance of parks and open spaces of an appropriate type and a high quality.

In the foregoing Official Plan statement and the public safety statements contained in Chapter 5.2, the "Physical Form of the City", we place a particular emphasis on designing parks and public spaces in a way that promotes the safety of users. As Toronto's Safe City Committee has pointed out, places that are safer for women, children and people with disabilities are also safer for everyone. If we want people to use the parks and open spaces we create, we must do all in our power to make them "safer" places, both in fact and in perception. Major pedestrian routes, therefore, should be well-lit and have a minimum number of landscaped or architecturally-created "blind spots". New parks, ideally, should be visible to people in adjacent buildings and other open spaces. If we create high quality parks that are well-designed to meet the social and recreational needs of the community, we will have parks that are full of people and serve all segments of the community. And parks that are full of people are safer parks.

Recommended Official Plan Policy

122 It is the policy of Council that parks be located close to public streets, bicycle paths and pedestrian routes in order that they may be easily viewed and entered by the public. Parks are to be designed in a manner that readily identifies them as part of the public realm and which provides ready physical access to facilities for all members of the public.

Explanation

Don't forget the street, William H. Whyte cautioned during the opening Cityplan '91 Forum, saying, "the street is the river of life of the city to which we must attach all of our open space plans." Parks must be visible and designed to welcome the public in, and to allow all members of the public to physically enter with ease.

Parks and recreational programs should be in step with the needs of local residents and workers.

Recommended Official Plan Policy

123 Council shall provide each district of the City with a variety of types of parks and open spaces that are designed for a variety of active and passive recreational uses for current and future population groups residing or working in the vicinity of the park or open space.

Explanation

Within any district of Toronto, there are different populations with different recreational needs and wishes. Providing a variety of types of parks is one way to address the various active and passive recreational needs of these diverse groups.

Within each type of park, flexibility can be built into the design of the park to serve different groups of current users and to accommodate changes in the recreational needs of future users. For example, rather than creating well-defined, single-sport playing fields in an active recreational type of park, a large, flexible open space could be retained and adapted for a variety of sports and other recreational activities, as the surrounding population and its needs change over time. Today's baseball field may have to be adapted to become tomorrow's cricket pitch.

Recommended Official Plan Policy

124 **A typology of parks and urban open spaces will be established, and standards will be created for the size, design and comfort requirements of different types of parks and open spaces.**

Explanation

In Toronto we have many different kinds of parks and open spaces which have varied size and design requirements and are used by our citizens for very different purposes. For example, a large valley park is designed to provide a green respite from the flow of city life. In contrast, a downtown city square – framed by busy streets and important buildings – is designed to attract large crowds and to provide an intensely 'urban' experience. For each type of park or other open space, guidelines should be created to outline physical characteristics, such as:

i) the size of the place;

ii) the sunlight and wind comfort standards for each type of place;

iii) how the edges of the place should be treated and how the place relates to adjacent buildings and spaces; and

iv) how the place is structured and organized into internal routes, activity areas, etc.

Recommended Official Plan Policy

125 **It is the policy of Council to design all parks to accommodate the year-round social and recreational needs of surrounding populations, and to encourage the participation of anticipated users in determining both the type of park to be created and the design of each park.**

Explanation

The type of park to be developed and its design should be based on the needs of nearby residents, workers, and visitors as well as on such factors as the size and physical condition of the land involved and the distribution of the different types of parks across the City. The participation of anticipated users is to be encouraged from the earliest stage of planning for each site to attempt to meet local community needs.

We must also keep in mind that Toronto is very much a "winter city". We should, therefore, design spaces that create attractive winter landscapes and can be adapted for winter recreational uses. Nathan Phillips Square, with its summer reflecting pool transformed into a winter ice rink, offers one example. And Harbourfront, with its ice carnivals and numerous indoor and outdoor winter activities, provides another.

We need parks and public open spaces that are flexible and can be used year-round; in this instance, a reflecting pool that doubles as a skating rink.

New Definition and Policies for Common Outdoor Space

126 The term **Common Outdoor Space** means an area or areas on a **lot** containing in whole or in part non-residential uses, which area or areas are exterior to the building and provide amenities such as planting, landscaping, seating and other street furniture for the benefit and enjoyment of pedestrians. **Common Outdoor Space** areas shall be adjacent to and accessible from streets, **parks**, walkways and other pedestrian areas.

127 In order to increase the amount of planting, public seating and other functional open space adjacent to pedestrian areas and serving workers, residents and visitors in the **Central Core** and in other appropriate parts of the **Central Area**, Council may pass by-laws requiring the provision of **Common Outdoor Space** on lots in the **Central Area** which are developed or redeveloped, in whole or in part, for non-residential purposes.

"I would like to see little areas where you can go and sit and take your lunch; kind of quiet. It would be nice". *Office worker, Cityplan '91 Focus Group*

Explanation

In 1976 Council established, under Section 1A.45 (c) of the current Official Plan, that, in order to increase the amount of open space adjacent to pedestrian areas in the Central Core and other appropriate parts of the Central Area, common outdoor space should be provided where non-residential development occurs. As defined in Section 10.8 of the existing Official Plan, this space was intended to be used for landscaped areas, sitting areas and pedestrian walkways. The implementing by-law set out standards for the quantity of common outdoor space but did not describe the type of space or facilities desired.

The 1976 Plan did not help create the improvements originally hoped for. A review of the Common Outdoor Space actually provided in non-residential development constructed between 1985 and 1990 revealed that a majority of Common Outdoor Spaces in the 50 developments studied were simply building setbacks, with or without weather protection elements, such as canopies, overhangs or colonnades. Very few gardens, parkettes, plazas or courtyards were provided. Only half the developments have any green elements at all and slightly under a quarter provide any form of seating, even when planter ledges are considered to be "seating". As one disgruntled downtown office worker who participated in the Cityplan '91 focus group for Central Area Employees complained, "There are just those ledges in front of the office towers (to sit on). You can sit on those ledges but your legs fall asleep." No adequate solution.

As employment in the Central Area has increased, downtown workers have had more and more trouble finding not only places to sit, but any places at all to take an outdoor work break, lunch break or smoke break. "I can't find a place to sit down," another office worker mused. "I would like to see little areas where you can go and sit and take your lunch, kind of quiet. It would be nice." Indeed.

The proposed Official Plan statement clarifies that the purpose of the required Common Outdoor Space is to provide plantings, seating areas, street furniture (such as benches, chairs, garbage bins and used newspaper disposal bins), public art and other amenities for workers, visitors and residents in the Central Area, and particularly in the Central Core.

Accordingly, the definition of Common Outdoor Space is being amended to make it clear that pedestrian amenities such as landscaping and seating are required, and to eliminate walkways from consideration as common outdoor space. If a mid-block walkway is needed, it is identified on Map 5.5. The area of the walkways identified would be exempted from overall gross floor area counts. The implementing by-law will reflect these changes in common outdoor space requirements. Weather-protected street edges will still be encouraged and will be secured as per the policies in Chapter 5.2 of this report, in the course of site plan reviews under Section 40 of the Planning Act.

5.3.3.3

Establishing Quantitative Standards: How Much Park Space for How Many People?

Thus far in this chapter, we have established that having a parks system composed of well-designed individual parks and open spaces connected by green routes is desirable. We have also shown that having a variety of park and open space types to serve our diverse and changing populations is also desirable. Now we must shift from qualitative to quantitative issues and address the not-so-simple question of just "how much" parkland should be deemed "enough" parkland. What quantitative standards should be required by the Plan?

The current Official Plan policy is to obtain, outside the Central Core, .6 hectares of local and district parks for each 1,000 people who live more than .4 kilometres from a regional park. A district park differs from a local park in that it contains at least one significant recreational facility that serves a wider than just local area. These special recreational facilities would include such items as a swimming pool, an artificial ice rink, a community centre, a place for large public gatherings and performances, and extraordinary landscape features. The existing Plan also states that people should have a park within .4 kilometres walking distance of their homes.

Surveying other large North American municipalities, our logical basis of comparison, indicates that the City's overall parks provision standard is a relatively modest one. It is, however, an achievable standard. The 1980 study of Local Parks Outside the Core Area concluded that a majority of the City's residents lived in neighbourhoods which met the existing parks standards in the Plan. Since that time, the City's population has been relatively stable and many local parks and school parks have been created through Community Improvement Programs.

As noted at the outset, the citizens of Toronto place great value on parks and open space. Given the importance of green and open space to Torontonians, the modesty of our existing standards relative to other cities, and the fact that our standards are realistic and achievable, we are recommending that our existing standards be retained as the minimum parks standards in the area outside of the Central Core. Rather than raising the general standards, it would be more productive to concentrate ever-limited resources on providing parkland in park-deficient neighbourhoods and creating new parks when major new residential areas are developed within the City.

Recommended Official Plan Policy

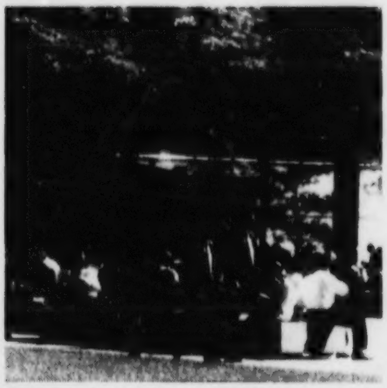
128 It is the policy of Council to provide adequate and appropriate **parks** in the **Central Core** for the use and enjoyment of its residents, workers and visitors.

129 In order to provide a minimum level of **parks** in the **Central Core**, it is the objective of Council to:

i) ensure that no places of employment or residence are further than 200 metres walking distance from either a **local park**, a **district park**, or a **regional park**; and

ii) provide **district** and **local parks** at the rate of .6 hectares per 1,000 residents and .3 ha. per 1,000 workers.

Explanation



Parks and open spaces in the Central Core have not kept pace with the large increase in residents and workers.

The existing parkland standards for areas outside the Central Core have the virtue of dealing with both the amount (hectares per 1,000 residents) and the distribution of the parkland (kilometres of walking distance).

In the Central Core, however, the existing Official Plan standard deals with only the distribution of parkland relative to residents and/or workers (i.e., every place of employment and/or residence must be within 200 metres walking distance of a local or district park). There is no standard for the overall amount of parkland. For example, in the Financial District, bounded by Queen, Simcoe, Front and Victoria Streets, there are seven parks with a total of 3.67 hectares inside or within 200 metres of the district. However, there are over 150,000 residents and workers in the Financial District. There is a need for a standard which relates the amount of parkland to the number of potential users in the area, in addition to simple walking distance standards.

Staff of the Planning and Development and Parks and Recreation Departments have proposed to extend the residential standard of .6 hectares per 1,000 residents to the Central Core, as City residents should have equal access to parkland across the City as a basic matter of equity. We are also recommending that district and local parks be provided at the rate of .3 hectares per 1,000 workers. These revised standards are generally a realistic target as a majority of Central Core sub-districts have achieved them to date. However, in major commercial areas such as the Financial District it will be difficult to meet these standards due to the existing high density of office workers, the high cost of land and a parks levy which is limited to two percent of the land value of a commercial development site under Section 41 of the Planning Act.

We will now have to concentrate on the Central Core sub-districts which do not meet these standards, as shown on Map 5.8. The areas that are both beyond 200 metres of a park and which are in a sub-district of the Core which is deficient in terms of parkland per population are obvious priority areas for new park sites.

Recommended Official Plan Policy

130 Council shall review every five years the progress of the City towards meeting its objective for the provision of quality parkland and an **Open Space System** in the City of Toronto.

131 Council shall adopt a Capital Plan for **Parks** and Public Recreation Development which sets out priorities and financial requirements for **parks** acquisitions and improvements, and establishes a timetable for obtaining and improving **parks** and public recreation facilities.

Explanation

Currently, there is no requirement in the Plan for reviewing how well parks outside of the Central Core are being provided. The adequacy of local and district parks space outside of the Central Core has not been reviewed since 1980. At that time, only 25 percent of the City's population lived in neighbourhoods that were deficient in local and district parks acreage, using the population standard of .6 hectares per 1,000 residents and the walking distance standard of residence within .4 kilometres of a local or district park.

The population of the City outside of the Central Core has been relatively stable since 1980. Residential neighbourhoods outside of the Central Core actually lost population in the period 1981–1986. In this same period, numerous local parks and improved school parks were created through Provincial local improvement programs. Calculated in terms of simple parks per population ratios, it is likely that the level of parks provision outside of the Central Core has improved since 1980.

It is now necessary to update our assessment of parks provision outside of the Central Core. This review should not simply analyse quantitative parks ratios. The following should also be included as an integral part of any review of parks outside of the Central Core:

i) the type of park space and the distribution of each type;

ii) the provision of facilities in each park space;

iii) area demographics and user needs; and

iv) potential linkages to the City's overall network of parks and open spaces.

Once a review of Parks deficiencies and required improvements is completed for the City, it is necessary to review park-deficient areas to identify opportunities for parks acquisitions among both publicly and privately owned lands. We are suggesting that once this task is completed, a Capital Program for Parks and Public Recreation facilities be prepared by the Commissioner of Parks and Recreation, in consultation with other civic departments, to establish: priorities for the acquisition and improvement of city parklands; the financial resources required to eliminate parks deficiencies; and a timetable for doing so.

Map 5.8

Parks Acquisition Priority Areas North of Front Street

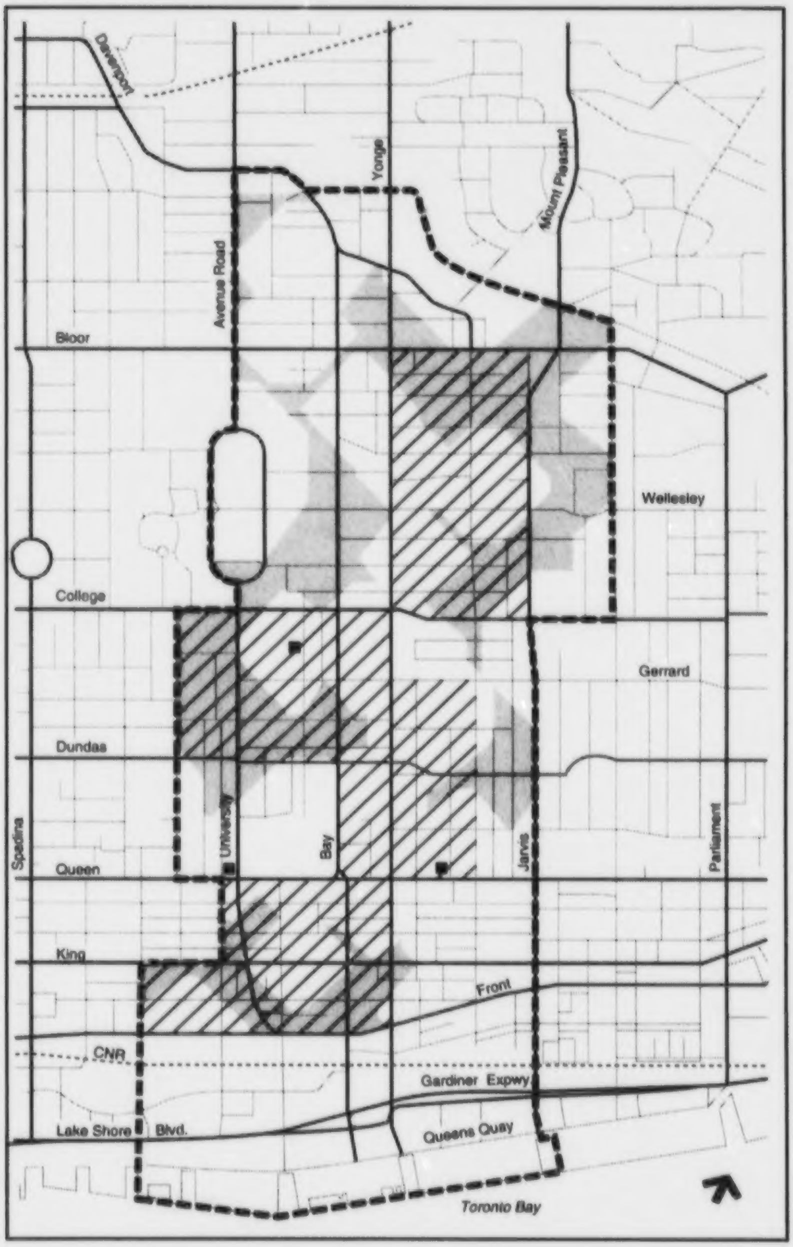
▬ ▬ ▬ Central Core Boundary

Parks Acquisition Priority Areas

▨ Areas Deficient in Parks to Serve Population of Residents & Workers

■ Leased Park Space to be Acquired

▒ Farther then 200m from a Local or District Park


Davenport
Yonge
Mount Pleasant
Avenue Road
Bloor
Wellesley
College
Gerrard
Dundas
Spadina
University
Bay
Jarvis
Parliament
Queen
King
Front
CNR
Gardiner Expwy
Lake Shore Blvd.
Queens Quay
Toronto Bay

5.3.3.4
Identifying Parks Deficiencies in the Central Core

Recommended Official Plan Policy

132 Council will seek, wherever possible, to create new public **parks** in the areas shown as **Parks Acquisition Priority Areas** on Map 5.8 of this Plan. Notwithstanding the parks development priorities shown on Map 5.8, Council, by resolution, may adjust its priorities in order to ensure that an adequate **parks** system will be made available in conjunction with the development of new housing and places of employment in the **Central Core**.

Explanation

In 1976 there were 32.7 hectares (80.8 acres) of public parks in the Central Core, excluding the edge of the Rosedale Ravine slope, to serve 19,254 residents and approximately 191,545 workers. At the beginning of 1990, we have 43.6 hectares (107.8 acres) to serve approximately 36,350 residents and 321,105 workers. For each hectare of parkland in the Central Core, there are now 1,273 residents and 7,355 employees compared to 588 residents and 5,859 employees in 1976. Presumably, the number of visitors to the Central Core has also grown substantially since 1976, thus aggravating the situation. Residents and workers surveyed by Cityplan '91 frequently mentioned a relative scarcity of parks and open spaces downtown. And they are correct. Despite the considerable accomplishment of creating 32 public parks in the Core area since 1976, we are still lagging behind the tremendous growth in the number of residents and workers. Figure 5.2 illustrates the reduction in parkland per capita for Central Area residents and workers since 1976.

In part, the failure to provide new park space at the same rate as residential and employment growth in the Central Core results from the lack of financial resources devoted to acquiring public parkland during much of the past 15 years, and the lack of a public parks levy during most of that period. Ten of the 32 public park spaces created between 1976 and 1990 in the Central Core, for example, have been on sites leased, not bought, by the City. In addition, between 1976 and 1985, various new City-owned Central Core parks were created by lane closings and land exchanges resulting from major redevelopment projects. Since 1985, parks have been obtained through comprehensive redevelopment agreements, frequently agreements under Section 36 of the Planning Act. Only one park space was actually purchased directly by the City during this 15-year period: Cawthra Square Park on Church Street north of Wellesley Street.

The City, therefore, must seek to redress the balance. But where should the new parks and open spaces be located? Three major areas deficient in parkland are clearly identified by applying both the walking distance and the population standards:

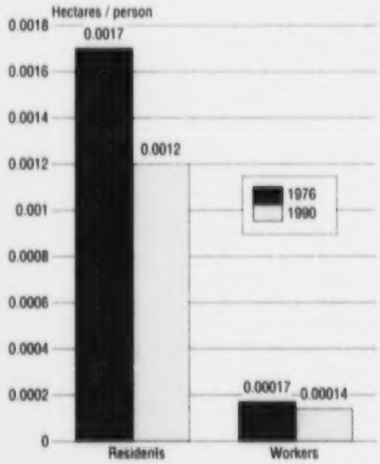
i) the Financial District;

ii) the area between Yonge and Jarvis Streets extending from Bloor Street to College Street; and

iii) the Institutional Area bounded by McCaul, Bay, Dundas, and College Streets.

As well, the Yonge Street Corridor, between Queen and College Streets, has parks within a 200-metre walking distance but does not have a sufficient amount of park for its high population of workers and residents.

Figure 5.2
Park Space per Capita, Central Core 1986



The strategic placement of new parks in the Central Core since 1976 has eliminated a number of areas formerly designated as park-deficient. Nevertheless, because of increasing resident and employee populations, even the addition of several public parks has not eliminated the need for additional public parks in these areas of the Central Core. Moreover, residential intensification in the East Downtown area and the Bay Street corridor north of Queen Street, is likely to create a need for additional public open space in these two areas.

The availability of parks in the Central Waterfront District was not included in the Central Core Parks Review as there have been multiple studies underway by various levels of government concurrent with this review. The results of the Harbourfront Review and the work of the Royal Commission on the Future of the Toronto Waterfront will, undoubtedly, have an affect on the availability of parkland in the Central Waterfront of Toronto.

Rather than setting specific priorities among the areas now deemed deficient in parkland, we are recommending that Council and staff undertake to identify potential park sites in all of the areas of the Central Core that have been identified as deficient in parkland, and consider every opportunity to acquire these sites.

Recognizing that unanticipated residential and employment nodes may develop in the Central Core over the life of this Plan, we recommend that provision be made for Council to adjust its parks development priorities by way of Council Resolution.

Recommended Official Plan Policy

133 It is the policy of Council to secure in public ownership the park spaces leased by the City in the Central Core, and identified as "Leased Park Space to be Acquired" on Map 5.8, which forms part of this Plan.

Explanation

Many of the most popular parks in the Central Area are leased. Some,like this one at the Metropolitan United Church at Queen and Church, need to be secured.

Parkland – especially parkland in the Central Core – is expensive, sometimes prohibitively so. It is not surprising, therefore, that as land prices in the Central Area have risen steeply, the City of Toronto has increasingly leased rather than purchased land from public and private sector owners for use as public open space. Of the 11 hectares (27 acres) of new parkland created in the Central Core since 1976, almost 45 percent has been leased rather than purchased or conveyed.

Leased parkland is certainly better than lost parkland. So, leased land will continue to play a role in meeting our parkland needs, especially by enabling the City to create "temporary" parks on sites that unexpectedly come available for short periods of time. But leased land is sometimes insecurely held, due to cancellation clauses in the lease, and cannot ensure that the long-term needs of Torontonians will be met.

There are several important Central Core park spaces that have played important roles in fulfilling residents' and workers' open space needs. However, they are currently leased for less than 50 years from private or institutional lessors and have unused commercial and residential density permissions which could exert intense pressure for their redevelopment in the foreseeable future. In some instances, these unsecured parks have valuable heritage buildings on the site. The redevelopment of the surrounding "parkland" would destroy the context of these heritage buildings and, in some instances, would threaten the buildings themselves. We recommend that the City secure in public ownership the following leased parkland:

i) Metropolitan United Church, Queen and Church Streets

This .555-hectare (1.37-acre) park has been leased since 1911 and has been a focal point for workers, residents and visitors ever since. The current lease expires in 1996, but the lease may be cancelled upon one year's written notice. The current zoning is CR L2 U350, which would allow a mix of approximately 11,000 square metres of commercial office space and 190 residential units on-site. The church is a designated historical building and requires substantial funds for proper upkeep. This leased park is located on the northern edge of the Financial Core and in an area where a considerable amount of residential development is expected to be built. It is, therefore, very important to retain this park for the workers, residents and visitors of both today and tomorrow.

ii) William Campbell House Parkette, Queen Street and University Avenue

This public park space contains a rare Georgian gem, the William Campbell House, which is a heritage building operated as a period museum by the Advocates Society. The small but vital .197-hectare (3.63-acre) site is leased from the Canada Life Insurance Company, but the lease may be cancelled upon two years notice by the owner. The land is zoned CR L4.5 U480 and there are considerable development rights remaining on the lands. The owner has other adjacent lands which could accommodate any required business expansion. The park and museum are a specialized and attractive resource for visitors to our City, as well as for residents and employees of the Central Core.

iii) The Toronto General Hospital Parkette, Elizabeth Street

This .363-hectare (.898-acre) parkette on the west side of Elizabeth Street south of College Street is leased by the City of Toronto from the Toronto General Hospital until the year 2037. However, this lease may be cancelled with one year's notice from the Hospital Corporation. The current zoning is QR L5 U480, which would provide a mix of development on the park site, maximizing the institutional use, of 18 150 square metres of institutional use as well as some residential use under the existing zoning. This park is the only remaining public park in the hospital district and it serves thousands of employees and hospital visitors in an already park-deficient area. There are alternative adjacent sites should the hospital require further expansion.

The City should utilize its capital budget and monies accruing from the City parks levy to acquire these leased parks.

This small park on Elizabeth Street is the only significant public open space in the University Avenue hospital area.

5.3.3.5
Acquiring New Parks

How the City of Toronto has Obtained Public Parks Since 1976

The City has obtained public parks both within and outside of the Central Core in a variety of ways since 1976. The 1976 Plan set out a parks acquisition program for the Central Core area which relied upon two basic acquisition resources, specified in Section 5.32 of the existing Plan. First, parks were to be created with monies generated by a parks levy upon residential developments in the Central Core. This levy was set at five percent of the site or the cash equivalent. Second, Federal

Trinity Square is one of 32 new public parks in the Central Core added since 1976.

and Provincial government grant programs were to provide funds to create parkland in association with new residential development. By 1978, however, these Federal and Provincial programs were being phased out. In addition, in 1978, City Council, fearing that a parks levy would discourage residential development in the Central Area, rescinded the By-law which had required the parks levy. The basis of the City's parks acquisition program for the Central Core had disappeared.

In the period 1976 to 1985, parks were created in the Central Core by street closings and land exchanges, primarily in the context of agreements for major redevelopments such as College Park and the Eaton Centre. Since 1985 new public parks in the Central Core have been acquired largely through conveyances associated with large-scale developments and secured through overall site agreements pursuant to Section 36 of the Planning Act. Parks in the Railway Lands, Massey Ferguson lands, CBC, Bay-Adelaide and Court Street were secured in this manner. The only parkland actually purchased by the City in the Central Core since 1976 was a .157-hectare (.39-acre) portion of Cawthra Park on Church Street.

It has not been possible to review parks acquisition and deficiencies in the City outside of the Central Core as part of the Cityplan '91 review. We have recommended, therefore, that such a study be undertaken. A 1982 review showed that since 1980 the City had acquired or added to 23 park sites and that the City had shared the costs of improving 10.44 hectares (25.8 acres) of school parks. Funds from Provincial cost-share programs were the basis of creating or improving many of these park sites.

With the increase in land prices in Toronto in the past decade, the opportunities for creating new parks from the City's Capital budget have been curtailed. The tools which the City will logically employ to obtain new parks in the City are: an increased allocation from general revenues; the parks levy which Council re-established in 1989 pursuant to Section 41 of the Planning Act; requested provincial funding for parkland to accompany social housing required under provincial guidelines; and, where other alternatives do not exist, the continued long-term lease of parkland.

The Need to Revise the City's Existing Parks Levy Policy
Recommended Official Plan Policy

134 It is the policy of Council for lands proposed for development or redevelopment for residential purposes greater than or equal to .5 hectares in size, to require the conveyance of one hectare of land for park and public recreation purposes for every 830 units, or 25 percent of the lands exclusive of road allowances, whichever is the lesser, or the payment of the cash equivalent, to be used exclusively for parks and public recreation purposes. The recommended standard of one hectare per 830 units approximates the existing City parks standard of .6 hectares per 1,000 residents.

Council shall seek the necessary legislative amendment to apply this standard to the residential portion of mixed commercial-residential buildings in addition to wholly residential buildings.

Explanation

Since 1983, Section 41 of the Planning Act has provided for the taking of two percent of the land area of non-residential or five percent of residential development sites, or the cash equivalent, for parks and other public recreational purposes. In November 1989, Council enacted By-law 717-89 which:

i) established a levy of two percent of the lands, or cash equivalent, for commercial, low density residence, government, or institutional administrative office developments; and

ii) established a levy of five percent of the land, or cash equivalent, on all other uses except for the following classes of development which were totally exempted from the levy: industry, social housing, universities and colleges, places of worship, replacement buildings or structures, and institutions except for their administrative offices.

According to Section 41(3) of the Planning Act, where land is proposed for development or redevelopment for residential purposes, an alternative parks levy of up to one hectare per 300 units is permitted provided the municipal official plan contains specific policies dealing with the use of the alternative requirement. This would apply only to wholly residential developments as the legislation does not make provisions specifically for residential uses in a mixed-use development. Residential uses in a mixed-use development are still subject to a parks levy of up to five percent of the lands or cash equivalent. We are proposing that Official Plan policies be put in place to permit an alternative parks requirement for residential development in the City of Toronto to provide parkland at the current City standard for parks provision, wherever this can be reasonably achieved.

The current five percent of site levy is unsuitable for urban municipalities with higher residential densities as it is based upon a fixed percentage of a fixed lot size. Thus as densities increase, the amount of park space per unit decreases commensurately. Even at the relatively low density of 100 units per hectare, only five square metres per unit, or less than half the existing City standard, would be conveyed under the current levy. A high density development at 480 units per hectare would yield only one square metre of parkland per unit, or one-twelfth of the City standard.

The current parks standard for residential areas is .6 hectares of local and district parks per 1,000 persons. This is a long-standing, relatively modest parks standard, as discussed earlier. It is also a realistic yardstick, having been achieved in most of Toronto's residential neighbourhoods. Assuming a household size of two persons, in keeping with *Cityplan '91 Background Report Number 7: The Central Area in Transition*, .6 hectares per 1,000 persons can alternatively be expressed as one hectare per 830 units or 12 square metres of public parkland for each unit. This is only slightly more than one-third of the residential parks levy permitted under Section 41 of the Planning Act. We are recommending that it be included in the Official Plan and that the City's parks levy by-law be amended to reflect the existing parks standard which applies to most of our City.

Much of the new residential development anticipated in the City of Toronto in the coming decade will occur in major new residential districts. Many of these redevelopment areas are on former industrial lands which contain no parkland and are located adjacent to neighbourhoods which are already deficient in parkland. New residential neighbourhoods should meet City parks standards and not be parks deficient at the time of their creation.

In these large-scale development areas it is possible to obtain parkland at the City standard of approximately one hectare per 833 units, while redistributing the overall density permitted on the remaining lands and still obtain a medium-rise built form similar to that constructed in the St. Lawrence neighbourhood and envisioned for the Ataratiri and Bathurst/Spadina neighbourhoods. This assumes permitted densities in the range of 190 to 230 units per gross hectare.

Where much of the gross site is taken for roads purposes, a per unit parks levy could result in too small a development area after roads and parks are dedicated, and an undesirable "tower-by-the-park" built form could result. A parks levy upper limit of 25 percent of the site, excluding public road allowance dedications is therefore being recommended. This compares with parks dedications of 24 percent of net lands in St. Lawrence, 33 percent of net lands in Ataratiri and 35 percent of net lands in Bathurst/Spadina. However, Ataratiri and Bathurst/Spadina parklands calculations include improved school sites.

A parks levy of two percent of the land or cash equivalent is established under Section 41 of the Planning Act for commercial development. In higher density districts of the Central Area this is supplemented by requirements for privately owned common outdoor space to which the public has full access. In high density office areas a two percent parks levy does not begin to provide parks resources for the working population. We would therefore recommend that Council request the Provincial government to review the maximum level of parks levy upon commercial development that is permitted under the Planning Act.

Section 41 of the Planning Act does not allow for an alternative hectares per unit parkland levy for the residential component of mixed-use developments. As a result, a maximum of five percent of the lands is the levy applicable to residential units in a mixed commercial-residential building. We are, therefore, recommending that Council request the Provincial government to allow an alternative parks levy based upon hectarage per unit to also apply to the residential portion of mixed-use developments. These commercial-residential developments are often built at medium and high densities and a parks levy based upon a percentage of the lands rather than the number of units count has produced a minimal amount of parkland.

The plan proposes increasing the parks levy charged to developers to help ensure residents of new neighbourhoods enjoy the same amount of parkland as those living elsewhere in the City.

Recommended Official Plan Policy

135 It is the policy of Council that in areas designated by Council as "**Potential New Residential Neighbourhoods**", as amended from time to time, all available means, including a parks levy pursuant to Section 41 of the Planning Act, will be directed to providing **parks** and public recreation facilities for the future residents of those lands. Prior to approving any developments, Council shall identify the lands to be acquired in the area for **parks** and public recreation purposes. One of Council's criteria in identifying lands to be acquired for **parks** and public recreation purposes shall be creating possibilities to connect to the **Open Space System**.

In the development of major residential neighbourhoods to date the City has lagged behind in providing essential community facilities and parkland. We, therefore, recommend that the City identify the lands to be acquired for parks purposes in areas of major new residential development prior to any development approvals. Where the redevelopment area is in multiple ownership, the cash-in-lieu provision of Section 41 may be employed as a compensatory mechanism to direct monies to the owner whose land contains a larger proportion of the lands to be dedicated for parks. In this manner the City can avoid receiving small scattered pieces of park land and can select sites of a size and location suitable for the type of park that is needed as well as obtaining links to connect to the Open Space System, where possible.

Recommended Official Plan Policy

136 It is the policy of Council for lands proposed for development or redevelopment for residential purposes of less than .5 hectares, and excepting lands developed for Low Density Residence or Houseform or Low Rise Mixed-use or Low Density Mixed Commercial-Residential Areas, to require the conveyance of land for parks and public recreation purposes at the rate of one hectare for every 3,330 residential units, or the cash equivalent.

Council shall seek the necessary legislative amendment to apply this standard to the residential portion of mixed commercial-residential buildings in addition to wholly residential buildings.

Explanation

It is difficult to recommend that for smaller residential sites suitable for individual buildings the rate of parks provision be only one quarter of the normal city standard, and less than one-tenth of the levy permitted under Section 41 of the Planning Act. However, it is necessary to recommend this lower rate of levy on sites suitable for individual buildings for the following reasons:

i) Smaller sites suitable for individual buildings lack the flexibility to redistribute the overall densities on the remaining lands while contributing 25 percent of the net site for public parkland and providing some private open space.

ii) In the instance of smaller sites suitable for individual buildings, the lands to be conveyed for parks purposes would not usually be large enough to create a useable park and cash-in-lieu would, therefore, be required by the City. Given the price of residential land in the Central Area in August 1990, a cash-in-lieu parks levy at the existing City standard of one hectare per 833 units would result in a maximum parks levy of approximately $48,000 per unit. A parks levy payment of this magnitude would seriously impede new residential development in the City of Toronto. As land prices peaked in the Central Core in August 1990, the cash equivalent of a one hectare per 3,330 unit parks levy which we are recommending, would have yielded an approximate maximum of $12,000 per unit. This maximum figure has decreased since the summer of 1990 with a downward trend in the housing market. Sites outside of the Central Core would have a parks levy that is substantially less, and even within the Core residential land prices and, therefore, potential park levies have decreased since August 1990.

We are also proposing that if the land is given over as a parks levy rather than cash-in-lieu, the permitted residential density be conveyed with the lands rather than revert to the remaining residential site. This is necessary for built form reasons. Unlike large sites, there is not sufficient site flexibility to distribute the overall site density on the remaining residential lands. This also provides a greater equity between the owners of large assemblies and single residential sites. Since the owners of sites over .5 hectares pay a parks levy at a rate four times greater than the owners of sites less than .5 hectares, we are proposing that they be able to retain the overall site density and distribute it over their remaining lands.

For over 75 percent of multi-unit residential developments constructed in the past five years in the City of Toronto, even a parks levy of one hectare per 3,330 units exceeds the value of the current levy of five percent of the site.

Currently, By-law 717-89 establishes a Section 41 levy of only two percent of the lands or cash equivalent for low density residence developments, and actually exempts low density residential development occurring in existing low density residential districts. Most low density residential developments on small sites in existing residential neighbourhoods are infill or replacement housing with a small number of units, and a majority of low density neighbourhoods are not park-deficient by City standards. We are recommending that Council maintain the current parks levy policies for low density residential developments, except in potential areas of major residential development and residential development sites over .5 hectares where the proposed City park standards for residential neighbourhoods, equivalent to one hectare per 830 units, would be applied as described previously.

A major thrust of these proposals is the intensification of housing construction through programs such as those encouraging housing above commercial uses on the City's "main streets" shopping arterials. The success of this program will largely depend on removing financial and regulatory obstacles, one of which is the parks levy. A majority of the City's neighbourhoods outside of the Central Core where the main streets program is focused have lost population in recent decades and are not park-deficient under City parks standards. We are recommending that By-law 717-89, which implements the City parks levy, be amended to exempt the main streets as shown on Map 7.7 in this report. In neighbourhoods which did not meet City parks standards, the City will have to use other resources to substitute for Section 41 levies and obtain parkland.

We are recommending that in Low Density and Low Rise Mixed-use Areas the existing parks levy of five percent of the land or cash equivalent be retained, except in residential development sites over .5 hectares where the proposed City parks standards for residential neighbourhoods equivalent to one hectare per 830 units would be applied. For a low density mixed commercial-residential development on a small site there would be little difference between using a levy approach based on percentage of the lands and a levy approach based upon a hectarage per unit formula.

Recommended Official Plan Policy

137 Council, in considering the conveyance to the City of Toronto of lands for **parks** and recreation purposes within the areas of the **Central Core** shown as **Parks Acquisition Priority Areas** on Map 5.7 to this Plan, shall have regard for matters such as:

i) the appropriate size and location necessary to create the type of **park** needed in the district;

ii) providing sun and wind conditions which are in accordance with the standards adopted by Council for user comfort;

iii) achieving a high standard of public accessibility, safety, visibility, aesthetics and utility; and,

iv) providing, wherever possible, a pedestrian linkage to streets, walkways and other open spaces to facilitate the creation of a connected **Open Space System**.

Explanation

Where lands are to be conveyed to the City for the purposes of public parks, these lands should be of a quality consistent with the standards established in this Report. The parklands to be conveyed should be located so as to provide comfortable conditions for users, easy accessibility, good visibility, and, wherever possible, connect to the City's network of connected open spaces.

Replacing Lost Parkland
Recommended Official Plan Policy

138 Where City-owned parkland is to be used for another public purpose, an equivalent area of land will be acquired. Preference will be given to acquiring such equivalent area of land in the immediate vicinity but such area of land may be acquired at an alternative location which is deficient in parks.

Explanation

At times, small pieces of parkland are required for public works or other purposes. The intent of this policy is to ensure that there is no reduction in available parkland should this occur. This policy is found in Section 5.6 of the existing plan and is proposed to be retained.

Providing Parkland for Social Housing
Recommended Official Plan Policy

139 Council shall take appropriate actions to provide public **parks** and public recreation facilities at the approved Plan standard for residents of **social housing** in the City of Toronto.

Explanation

By-law 717-89, the City by-law implementing a parks levy, currently exempts social housing from the requirement for a contribution towards the provision of parks or public recreation. This exemption had been recommended by the Commissioner of Planning and Development because the budget constraints for social housing proposals and maximum unit prices set by the Provincial and Federal governments for social housing could not accommodate any contribution toward the creation of parks.

It is clear, however, that we cannot construct areas of social housing without providing the safe, convenient, high quality parks and recreation facilities we specify for other types of housing. People living in social housing generally have less access to private recreational facilities and, therefore, have a greater need for public facilities. Moreover, many households have children who need abundant, well-designed play space near their homes. A considerable number of social housing units are expected to be constructed in the Central Area, like the East Downtown, during the life of this Plan. Without a public parks contribution associated with social housing, we would be creating deficiencies in areas where the need for parks is greatest. This is unacceptable in a City where we strive for social equity in the services we provide to our citizens.

We are recommending that City Council choose among the following options to ensure the provision of public parks where large numbers of social housing units will be created:

i) request the Province to adjust the per unit funding of social housing to accommodate a parks levy component;

ii) request the Province to recreate programs with a funding component to provide parks and community services and facilities associated with social housing; and

iii) provide for new parks in areas with considerable social housing in the context of the City's Capital Budget, or with monies accumulated from Section 41 levies.

Addressing the Parks Deficiency When Approving Residential Development in Park-Deficient Districts
Recommended Official Plan Policy

140 **It is the Policy of Council that prior to approval of a rezoning application under Section 34 of the Planning Act for residential purposes, where the subject lands are in an area which is park-deficient under adopted City standards, or would become park-deficient as a result of the subject and other known applications, Council shall adopt a policy recommendation as to how the parks deficiency will be rectified.**

Explanation

It is not sufficient to simply identify areas of parks deficiency in the City and to identify potential park sites within the park-deficient areas. We are proposing that the approval of new housing, be it private sector or social housing, which is in a park-deficient area under Council's adopted standard, must be accompanied by a recommendation as to how Council will address the parks deficiency in that particular district. In this way, it will be apparent at the time that the City is considering approval of new housing, whether an accompanying commitment to parks is required to serve the residents of those new units. Updated analysis of parks deficiencies in the Central Core is provided on Map 5.8 to this report and there is an existing parks deficiency analysis for areas outside of the Central Core which can be updated and used.

5.3.4
OTHER ACTIONS

i) We recommend that the Commissioner of Planning and Development in consultation with the Commissioner of Parks and Recreation jointly report on a parks and open space typology to define different types of parks and open spaces and their physical characteristics including such matters as: the appropriate size for each type of space; sunlight and wind standards; relationship to adjacent buildings and spaces and an appropriate "edge"; and the internal organization of each type of place.

ii) We recommend that the Commissioners of Planning and Development and Parks and Recreation review the adequacy of parks outside of the Central Core with respect to: quantity and location of parks; the type of park space and the distribution of each type; the provision of facilities and public safety within each park; area demographics and user needs; and the potential linkage to the City's Open Space System.

iii) We recommend that City Council request the Province of Ontario to adjust the per unit funding of social housing to accommodate a parks levy component; and/or create funding programs to create parks and community services and facilities associated with social housing.

iv) We recommend that the Commissioners of Parks and Recreation and Planning and Development prepare a report on public safety in parks and open spaces. Such a study would include: a study of where and why the public feels unsafe; ways to increase informal surveillance of public parks; and guidelines for lighting and design for safety in different types of park space.

v) We recommend that City Council request the Province of Ontario to review the maximum parks and public recreation levy permitted to be applied to commercial development under Section 41 of the Planning Act, with a view to establishing limits which reflect the actual amount of development permitted on lands and the consequent needs for parks and public recreation facilities to serve the number of workers generated.

vi) We recommend that City Council request the Province of Ontario to review the provisions of Section 41(3) of the Planning Act to permit an alternate rate of parks levy based on the number of residential units to be applied to the residential component of mixed-use buildings, as well as its current application to wholly residential buildings.

5.4
HERITAGE

"A heritage approach to the City engenders a sense of continuity and rootedness in times of rapid change. It gives a unique sense of place to a city and assists in the development of civic pride among the citizenry. Preservation of the past provides the intangible benefits of increased awareness and identification as well as the tangible benefits that come with increased tourism."

Cityplan '91 Task Force

"A City without old buildings is like a person without a memory."

Anonymous

5.4.1
SUMMARY

"A City without old buildings is like a person without a memory."

The Cityplan '91 heritage policy review focuses on strengthening the Plan's heritage conservation policies by encouraging the preservation and integration of all of the City's heritage resources, not only heritage buildings, as redevelopment of the City occurs. The goal has been to create a comprehensive and easily understood policy framework which protects not only outstanding buildings and places, but also: heritage buildings in their context, including natural and built landscapes; archaeological resources; and entire heritage precincts. The major recommendations contained in this chapter are based on the following conclusions of the review:

- There is a need to clarify that the City's heritage includes more than just individual buildings and that the definition of heritage should reflect that reality. The scope of the City's heritage policies should be expanded accordingly.

- There is a need for a Heritage Conservation Plan which identifies significant resources, elements and areas of the built and natural environment and areas of heritage including archaeological and natural features in the City.

- Better heritage conservation programs and stronger legislation are needed if we are to realize the City's goals for conserving its heritage.

Consistent with these general conclusions, the following policies and implementation measures are proposed:

- The existing heritage policy under Section 1A.42 (b) of the Official Plan, where the floor space in a heritage building can be exempted from the calculation of density on a development site, should be revised to clarify what criteria should be met in order to qualify for an exemption and to provide that the maximum density exemption is to be calculated on the basis of the "development lot".

- We proposed that the density transfer policy, currently found in Section 1A.42 (d) of the Official Plan, be retained to permit the transfer of density from designated properties used for the performing arts in High Density Mixed-use districts of the Central Area and the Financial District.

- The feasibility of developing a property standards by-law for designated heritage properties should be examined.

- Council should seek stronger regulations protecting Heritage Conservation Districts by requesting amendments to the Ontario Heritage Act and implementing controls under the Planning Act.

- Incentives should be developed to conserve archaeological resources, natural features, and built landscapes along with appropriate controls to protect these landscapes.

- Tax incentives to protect the City's built and natural heritage resources should be investigated further by the City and the Province.

The policies governing heritage buildings and sites are currently dispersed through several sections of the Official Plan. This report proposes that the heritage policies be consolidated into a single new section of the Official Plan dealing solely with heritage matters. This will provide greater clarity of the City's heritage policies for the both the general public and the development community.

5.4.2
BACKGROUND

The Toronto Historical Board was established by City Council in 1960, before the Province had taken any legislative action to preserve historic buildings in Ontario. In 1967, the City passed legislation under the City of Toronto Act to allow the designation of historic buildings thus providing a measure of protection for the City's history. In 1973, an inventory of historic buildings was started, and in 1974 the Provincial government enacted The Ontario Heritage Act. It was with the 1976 Central Area Plan, however, that most of the heritage preservation policies which are now in force in the City's Official Plan, were first introduced.

The thrust of the Central Area Plan was strongly conservationist. It called not only for the preservation of the Central Area's low density neighbourhoods and retail strips, but also for the preservation of historic buildings in order to maintain important components of the physical form and streetscape of the City. Wherever possible, heritage buildings and places were to be preserved, and not lost to, or compromised by, redevelopment. A number of Official Plan policies aimed at heritage conservation were developed and included in the Central Area Plan, as summarized briefly below.

i) Section 1.1(g) of the existing Plan sets out the framework for heritage conservation by stating that "advantage be taken of buildings and sites of historical and architectural merit in implementing the policies of this Plan ..." Further to this, Section 1.1(h) provides a framework for establishing Heritage Conservation Districts. To date, two Heritage Conservation Districts have been designated in the City of Toronto – Wychwood Park and Fort York.

ii) Section 1A.42 of the Plan builds on this policy direction by establishing policies specific to the Central Area. It states: "It is the policy of Council to encourage and facilitate the conservation of buildings and structures in the Central Area which are of historic or architectural value or interest." Incentives for heritage preservation were created under Sections 1A.42 (b) and (d) which allow respectively for: a "density exemption" for buildings designated under the Ontario Heritage Act (in other words, the density of the historic building up to a certain maximum amount was not to be counted as part of the density that was permitted on the lot, provided certain conditions were met); and a density transfer policy, subsequently added to the Plan in 1981, for designated buildings used for the performing arts.

iii) Although not specifically aimed at heritage buildings, the small sites density transfer policy, Section 3.1 (o) of the Plan, has also been used to secure a few heritage properties. Section 3.1 (o) allows for an exchange of development rights (i.e. permitted floor area) between two sites, each of which is no larger than .405 hectares in area. This allows the owner of a lot in a mixed-use area to trade floor area with another lot within 150 metres, resulting in a largely residential building on one lot and a largely commercial building on the other lot. An example of the application of this policy to two heritage buildings was the density exchanges between St. Andrew's church and manse and the two nearby Sunlife properties at the corner of University Avenue and King Street.

iv) To encourage the preservation of certain industrial buildings, Section 4.28 of the Plan allows for additional uses to be included in "designated buildings" located in Mixed Industrial-Residential Areas. Other Part II Plans also provide similar "use" incentives in certain industrial areas.

v) Community Improvement programs may be developed under Section 8A.2 of the Plan, with the conservation and appropriate use of historical properties listed as one of the objectives. Section 8A.11 allows Council to provide assistance programs "... for the conservation of buildings of architectural or historical importance and the preservation of other features of heritage value".

Together, these policies have facilitated the conservation of many heritage resources in the City. Since the introduction of these policies in 1976, the development industry has generally come to accept the need and value of preserving the City's heritage buildings. Heritage buildings are no longer automatically regarded by that industry as a liability, but are frequently seen as an asset in a redevelopment scheme, with the potential of conferring a degree of distinction and prestige to a new development. The value of and commitment to heritage resources has also been supported to a large degree by the general public, as borne out by the results of the Cityplan '91 residents' survey in which heritage was ranked among the top 10 things people like about Toronto. One respondent put it this way: "Heritage buildings shouldn't be preserved just as facades; the interiors are equally worthwhile ... the demolition of the past is just another example of short-term planning." While another stated: "We like the fact that some older neighbourhoods have been preserved and are 'improved', they still have some charm, interesting architecture and small shops."

The City of Toronto's inventory of heritage properties now contains approximately 4,000 properties. Of these only about 10 percent, or 400, are actually designated under the Ontario Heritage Act. Even with such an extensive list, many important properties have not yet been added to the City's inventory. The large number of buildings of historic significance in Toronto gives an indication of the richness of the City's heritage fabric that is still in place.

The Cityplan '91 proposals build on the existing policies by extending their application, clarifying their applicability and creating a more comprehensive and cohesive policy. A second and equally important area for future action is the development of programs to implement these policies and to better communicate them to both landowners and the public at large.

5.4.3
DIRECTIONS

5.4.3.1
Making Heritage Preservation a Priority

Recommended Official Plan Policy

141 It is the policy of Council to encourage the preservation of those sites, buildings and structures, including monuments and bridges, which are of historical and architectural merit. Sites will be interpreted in this context to include archaeological sites and artifacts as well as natural and built landscapes of historical significance.

142 Council recognizes the contribution of heritage buildings and sites to the quality of the urban environment and, accordingly, encourages their conservation.

Explanation

Under Section 1.1(g) of the existing Official Plan, it is the policy of Council to "take advantage" of sites of historical and/or architectural merit. We are proposing, after discussions with the Toronto Historical Board, to expand the way we have defined heritage to include the preservation of archaeological sites and landscapes which may be important as historical sites or as the context for an historic or an architecturally significant building. The City has recognized the importance of archaeological sites in several planning exercises in recent years, including the Part II Plan for the Railway Lands, so this is a recognized civic heritage concern. In addition to buildings, there are several important historic landscapes, for example, the southern grounds of Osgoode Hall or Old City Hall, which should be preserved.

The City's preservation goals have been expanded to cover architectural sites and landscapes with an historic or contextual importance.

5.4.3.2
Creating a City-wide Heritage Conservation Plan

Recommended Official Plan Policy

143 **Council shall adopt a Heritage Conservation Plan for the City which will include buildings, structures and sites, as well as archaeological features and landscapes.**

Explanation

Due to ongoing pressures for redevelopment, particularly in the Central Area where significant concentrations of historic buildings, structures and sites are located, heritage preservation initiatives have often been reactive. There has not been adequate time or resources to develop a systematic program for preservation.

A Conservation Plan will consolidate and build on the Toronto Historical Board's existing inventory and data base. When transferred to maps, this data, through analysis, will reveal historic development patterns and concentrations of heritage resources. Priority areas can then be easily identified for preservation and study. The Plan will illustrate the opportunities for preservation of historic properties and landscape in context. The Conservation Plan will identify significant areas to be protected and more clearly define the relative priority of heritage in different areas of the City and in relation to other planning initiatives. A phased implementation program to preserve heritage can then be developed based on this Plan.

The City needs to create a Heritage Conservation Plan to actively identify the significant sites and districts to be protected and not simply react to the threat of redevelopment.

5.4.3.3
Increasing Public Awareness of Heritage Conservation Programs

Recommended Official Plan Policy

144 **Council shall promote greater awareness of Heritage Conservation Programs among the general public through educational programs and the dissemination of publications directed at both the general public and owners of heritage buildings and sites.**

Explanation

Over the past decade, great progress has been made to improve heritage conservation programs while gaining public support for these programs and heritage preservation in general. However, there is still a need to further expand these programs, whether through new Official Plan policies or educational activities. In particular, there is a need to increase public awareness of the benefits of heritage preservation and to create easily understood and readily available publications which explain heritage policies and programs. This will help to dispel some of the confusion as to exactly how heritage policies are applied, as well as some of the fears landowners may have regarding possible restrictions imposed on the use and development of historic sites resulting from heritage designation.

5.4.3.4
Strengthening Heritage Designation and Conservation District Policies

Recommended Official Plan Policy

145 It is the policy of Council to designate buildings, structures, and sites of architectural merit or historical importance pursuant to the Ontario Heritage Act, and take all necessary steps to ensure their preservation. Sites will be interpreted in this context to include archaeological sites and artifacts as well as natural and built landscapes of historical significance or architectural merit.

146 It is the policy of Council to establish **Heritage Conservation Districts** within the City on the basis of appropriate studies and, to take appropriate steps to encourage preservation of the heritage buildings and sites within such districts, including all areas in the public domain.

147 In designating a **Heritage Conservation District**, Council shall first designate such area by-law as a **Heritage Conservation District** Study Area, and direct that a study of the proposed district be undertaken. Once completed, the study will form the basis of the **Heritage Conservation District** Plan and Council may proceed to designate all or part of the area by by-law as a **Heritage Conservation District** and, where appropriate, enact by-laws under Section 34 of the Planning Act to implement the regulations of the **Heritage Conservation District** Plan.

Heritage Conservation Districts, such as the one proposed for the East Annex, need landscape controls and interim demolition controls while under study.

Explanation

This statement is intended to replace the policies currently found in Section 1.1(g) of the existing Official Plan. Council's intent to also designate structures and sites of archaeological importance has been added to the statement.

It is possible to designate Heritage Conservation Districts through controls described in Part V of the Ontario Heritage Act. Under the Act, Districts can only be created if provision is made for their implementation in the Official Plan. The definition of a Heritage Conservation District in Section 10.16 of the existing Plan will, therefore, be revised to state that a "Heritage Conservation District is a district pursuant to Section 41.1 of the Ontario Heritage Act", to correct the omission of the word "district" in the current definition.

The proposed policy also provides that, upon adoption of a Heritage Conservation District Plan, those regulations for the district which can be appropriately implemented through a zoning by-law, should be incorporated into the City's Zoning By-law.

There are currently serious limitations in the amount of protection that can be afforded Heritage Conservation Districts under the existing provisions of the Ontario Heritage Act. To strengthen the effectiveness of the Heritage Conservation District policies, we are also recommending that Council request the Province to amend Part V of the Ontario Heritage Act to include the following:

- establish controls over alterations and demolitions during the time the area is defined as a Heritage Conservation District Study Area, but before the area is designated as a Heritage Conservation District;

- extend controls over alterations to the entire property, including landscaping, trees, topographical features and open space;

- allow Council to delegate its decision-making power respecting approval of minor alterations;

- provide for an interim control by-law to be implemented in conjunction with establishment of a Heritage Conservation District Study Area;

- require that a "Statement of Reasons for Designation" be prepared at the time that an area is designated; and

- provide that powers granted under Section 69(5) with respect to unauthorized alterations to properties designated under Part IV also be applicable to areas designated under Part V.

5.4.3.5
Modifications to the Heritage Density Exemption

Recommended Official Plan Policy

The policy of exempting the floor space of heritage buildings from the total density in mixed-use districts will be continued.

148 Notwithstanding any other provision of this Plan, Council may, upon application by the owner of a **lot** located in a Mixed-use Area in the **Central Area** which contains a building or structure designated by Council as having historic or architectural value or interest under Part IV or Part V of the Ontario Heritage Act, pass by-laws to permit the exclusion of the **gross floor area** of the designated building or structure, or portion thereof, which is retained in the new development, from the calculation of the maximum permissible density of the new development on the **lot**, provided that:

i) where only a portion of the designated building or structure is retained, such portion contains the features of historic or architectural value or interest for which the building was designated;

ii) Council is satisfied that the relationship between the designated building or structure, or portion thereof, and the proposed development will be such that the quality, character and three-dimensional integrity of the designated building or structure, or portion thereof, will be respected and that the new development will have a height, massing and design which provides acceptable sunlight and wind conditions on adjacent public rights of way and open spaces;

iii) Council shall not enact such by-law unless detailed plans as required under Section 40 of the Planning Act for the new development, incorporating the heritage building, are approved concurrently;

iv) the **gross floor area** excluded does not exceed the amount specified below for the area in which the **lot** is located:

- 0.5 times the area of the development **lot** in **Houseform**, **Low Rise**, **Mid-rise** and **Medium Density Mixed-use Areas**;

- 1.125 times the area of the development **lot** in **High Density Mixed-use Areas**; or

- 2.0 times the area of the development **lot** in the **Financial District**; and

v) the retention, maintenance, and use of the designated building or structure, or portion thereof, are secured by the City by an appropriate legal agreement.

For the avoidance of doubt, a by-law passed under this Section may permit the gross floor area which is excluded from the calculation of the maximum permissible density of the new development on the lot to be used for any purpose for which Council may pass by-laws applicable to the Area in which the lot is located.

Explanation

One of the first questions to be answered in a review of the existing density bonus provision (Section 1A.42 (b) of the Plan), is whether or not Council should allow for heritage bonuses at all. One of the strongest arguments in favour of keeping the bonus is that the City has virtually no other tools at its disposal to encourage or require preservation. The existing preservation legislation is inadequate in situations where land values, permitted densities and development pressures are high. Two of the major concerns with keeping the bonus are, first, that the existence of the bonus at all is an invitation for land owners to seek greater density incentives, and second, it allows for buildings of a size that potentially might not meet the urban design objectives for the area. Given the lack of alternative tools, we have concluded in this review that, on balance, it is preferable to continue to offer heritage bonuses in some circumstances until such time as better and stronger heritage legislation is instituted.

The existing density exemption for the retention of heritage buildings under Section 1A.42 (b) of the current Official Plan has been used as an effective incentive for preserving a number of heritage buildings, particularly for large lot development projects. This policy allows the developer of a lot with a heritage building or structure on it to exclude the floor area of the heritage building from the calculation of the maximum permitted floor area of the overall development, up to a maximum amount, which varies by district. When the bonus has been used as it was intended and in accordance with the criteria set out in the policy, it has worked well. Consequently, we feel that the existing maximum floor area to be included in the bonus need not be changed.

However, there has been some controversy surrounding heritage bonuses, especially those which did not comply with the existing policy, but which proceeded as a result of a site specific Official Plan amendment. In some such cases the maximum bonus has been awarded, even though only a portion of a facade or fragments have been retained in the new development, and in some cases these were not located in their historical position on the lot. These instances have done much to discredit a bonus policy that had otherwise worked well.

Even in cases where the policy was followed, however, there was some variation in the extent to which the historic building was preserved in exchange for the bonus. In some instances the entire building, including a restored special historic interior, has been preserved to qualify for the bonus. In other cases, essentially only the historic "shell" was retained and the interior space was substantially rebuilt. In this sense the bonus is not fine-grained, and it does not distinguish among buildings of varying quality or among preservation solutions of varying complexity and cost. The result is that the bonus can be relatively more "rewarding" in some situations than in others. But, the bonus policy is a general

Rather than just keeping building facades, the heritage density exemption will require that a three-dimensional sense of the building be retained.

policy, and given that every heritage building is unique, and every redevelopment involving a heritage building has its own particular constraints, it is virtually impossible to develop a general policy that will be equitable in all instances and tailored to every individual case.

One revision to the policy, however, that is suggested, is to change the words "Council shall" to "Council may" pass by-laws, making the policy more discretionary and its wording more consistent with other incentives in the Plan. Also, there is a need to clarify that the bonus applies to the larger "development lot" and not just the historic building lot. In addition, the policy statement requires that Council be satisfied that the "three dimensional integrity" of the designated building will be preserved before a bonus would be granted. This criteria is intended to address concerns over past preservation solutions that were regarded unfavourably as "facadism", in other words, which preserved only the front wall or "face" of the historic building and did not give a sense that the whole building was being saved. As one Toronto architectural historian put it, this approach has bestowed a "Disneyland character" on some of the City's historic preservation efforts.

Finally, we are proposing to revise the existing policy to require that a by-law not be passed to allow for a heritage bonus unless Council has also concurrently approved detailed Plans under Section 40 of the Planning Act (the Site Plan Control Section of the Act). While the need for such plans is implied by the existing policy, it is not explicitly stated, and has been the source of some confusion in the past.

A density bonus for heritage preservation is one of the only instances anticipated in this Plan where the maximum density for a lot could be exceeded. In such instances, it is clearly necessary to ensure that the height, massing and design of the new development provides as much sunlight and as little wind to the nearby sidewalks and parks as was intended by the general designation applicable to the lot. For this reason, a criteria related to this concern has been added to the policy.

Other long outstanding housekeeping changes which have been identified in previous reports are also included in the revised policy and clarify that the policy only applies in specific districts within the Central Area and that it applies to all historic properties, whether they are individually designated or designated as part of a Heritage Conservation District.

5.4.3.6

Conversion of Residential Permissions to Commercial Within Designated Heritage Buildings in Residence Areas

Recommended Official Plan Policy

149 Notwithstanding any other provision of this Plan, Council may, upon application by the owner of a **lot** located in a **Medium** or **High Density Residence Area** in the **Central Area** which contains a building or structure designated by Council as having historic or architectural value or interest under Part IV or Part V of the Ontario Heritage Act, pass by-laws to permit some or all of the **gross floor area** of the designated building or structure, or the portion thereof which is retained in a new development, to be used for **commercial** purposes, provided that:

i) the maximum permitted **gross floor area** to be used for commercial purposes shall not exceed the **gross floor area** of the building to be retained or the maximum total density permitted on the **lot**, whichever is less;

ii) where only a portion of the designated building or structure is retained, the maximum permitted **commercial gross floor area** shall not exceed the **gross floor area** retained and such portion shall contain the features of historic or architectural value or interest for which the building was designated;

iii) Council shall not enact such by-laws unless detailed plans as required under Section 40 of the Planning Act for the new development, incorporating the heritage building, are approved concurrently;

iv) the retention, maintenance and use of the designated building or structure or portion thereof are secured by the City by an appropriate legal agreement; and

v) Council is satisfied that the quality, character and three-dimensional integrity of the designated building or structure will be respected.

Explanation

It is an objective of this report to create a predictable density and built form for each building site in the City. We have, therefore, recommended that density bonuses be eliminated wherever possible. As explained earlier, where heritage buildings in mixed-use districts are concerned, there is no alternative legislative tool or Plan incentive to protect these structures except for retaining the existing heritage density bonus. In Medium and High Density Residence Areas, an alternative incentive for heritage building preservation is to permit the gross floor areas of heritage buildings to be used for commercial purposes, which in many cases in the Central Area is more viable for heritage structures and more valuable in terms of rental return. This would provide an incentive to retain a heritage building which may have less than the maximum amount of permitted residential floor space on the site. It could also encourage the owner to retain a heritage building in the instance where a comprehensive residential redevelopment is being contemplated on a larger lot.

We are proposing that this "commercial conversion" policy be limited to Medium and High Density Residence Areas. Many of the Low Density Residence Areas in the Central Area which contain a large number of heritage buildings, such as Don Vale or the Annex, are very stable residential neighbourhoods. On such streets it is clear that office or commercial uses are unnecessary to achieve preservation, and are generally not desirable. In other low density "housing pockets" in the Central Core, the Plan already allows for house form buildings to be converted to commercial office uses in limited instances, and this provision has been used to successfully secure some heritage buildings. Extending this principle to heritage buildings located in Medium and High Density Residence Areas could provide an incentive to preserve heritage buildings with minimal disruption to existing neighbourhoods. Heritage buildings in Medium and High Density Residence Areas are frequently located on major arterial streets (such as the mansions on Jarvis Street or Sherbourne Street), where the commercial uses would not be out of place. In fact, several Official Plan Amendments along Jarvis Street have allowed for the conversion of these houses to commercial use.

With the introduction of this conversion bonus policy in Residence Areas, the existing bonus policy (Section 1A.42 of the current Plan, discussed in the previous section) was revised to exclude reference to such areas.

5.4.3.7
Retaining the Density Transfer Policy for Heritage Buildings Used for the Performing Arts

Recommended Official Plan Policy

150 Notwithstanding any other provision of this Plan, on applications by:

i) the **owner** of a **lot** (hereinafter called the donor **lot**) located in the **Central Core** and located either within a **High Density Mixed-use Area** south of Grosvenor Street, or within the **Financial District**, which **lot** includes a designated property within the meaning of the Ontario Heritage Act, on which property is erected a building having historic or architectural value or interest which the **owner** proposes to restore for use or continued use as a centre primarily for the purposes of accommodating performing arts (which building is hereinafter called the "historic centre") and

ii) the **owner** of another **lot** located in the **Central Core** and located either within a **High Density Mixed-use Area** south of Grosvenor Street or within the **Financial District** (hereinafter called the receiving **lot**)

Council may pass by-laws applicable to the donor **lot** and to the receiving **lot**, respectively, the effect of which is to:

a) reduce the maximum **commercial gross floor area** which is permitted to be erected and used on the donor **lot** by by-laws passed in conformity with this Plan, by up to an amount (hereinafter called the 'density permitted to be transferred') equal to the amount of **commercial gross floor area** (hereinafter called the 'existing **gross floor area**') which, immediately prior to the date of adoption of Amendments pursuant to this Section, was permitted to be erected or used on the portion of the donor **lot** which portion has boundaries which coincide with the boundaries of the designated property containing the historic centre, but excluding from the calculation of the existing **gross floor area**, the amount of the **commercial gross floor area** contained within the historic centre immediately prior to the date of adoption of such by-laws, and

b) increase the maximum amount of **commercial gross floor area** otherwise permitted to be erected and used on the receiving **lot** by this Plan, by an amount up to an amount equal to the amount of the density permitted to be transferred from the donor **lot**, provided that:

1) Council is satisfied that the **owner** of the donor **lot** will expend the proceeds of the sale of the density permitted to be transferred, as soon as is reasonably practicable to do so, to defray the whole or part of the cost of acquisition and/or restoration of the historic centre, or of the whole or part of the cost of acquiring additional land on which to erect and/or the cost of erecting additional facilities to be used in connection with the use of the historic centre primarily as a centre for the performing arts;

2) the maximum amount of density permitted to be transferred from the donor **lot** to the receiving **lot** shall not in any case exceed the amount of **commercial gross floor area** which, when combined with the amount of **commercial gross floor area** permitted to be erected and used on the receiving **lot** immediately prior to the date of the adoption by Council of Amendments pursuant to this Section, would exceed an amount equal to the total maximum density permitted in the area or district in which the receiving **lot** is located.

3) Council has regard for the compatibility of the development which may be erected and used on the receiving **lot** with development which is or may be located adjacent thereto.

For the avoidance of doubt, a by-law shall not be passed under this Section in a case in which a by-law applicable to either the donor **lot** or the receiving **lot** previously has been passed under Section 1A.42 (density bonus for heritage buildings in a mixed-use district) nor shall a by-law be passed under Section 1A.42 in a case in which a by-law has previously been passed under this Section, applicable to either the donor **lot** or the receiving **lot** as the case may be.

For the purposes of this Section the term "performing arts" means live theatrical, dance and/or musical productions.

The transfer of density away from heritage buildings to be used for the performing arts is an effective tool for creating new arts centres such as the "Theatre Block" on Yonge Street.

Explanation

The existing Section 1A.42 (d) allows density to be transferred from designated properties used for the performing arts which are located in the High Density Mixed Commercial-Residential Areas, and the Financial District. This policy has been effective in helping to preserve the Elgin and Winter Garden Theatres and is contemplated for Massey Hall and the City's Theatre Block. We are, therefore, proposing to retain the existing policy statement with only minor modifications. In particular, it is proposed to allow the policy to be implemented through a rezoning rather than an Official Plan Amendment. In addition, the maximum commercial density on the receiving lot is to be limited by the total density maximum. The existing policy, because it is implemented through an Official Plan Amendment, allows for the possibility of exceeding this maximum if certain criteria are taken into account.

5.4.3.8
Commercial Uses in Heritage Buildings in Industrial Areas

Section 4.28 of the Plan, as previously described, allows for commercial uses up to 25 percent of the total gross floor area of the existing building in designated buildings in Mixed Industrial-Residential Areas. This policy has been incorporated in the King-Parliament Part II Plan where four buildings have been preserved using this policy. This policy will be retained.

CANADIAN OPERA COMPANY

Commercial use bonuses for the preservation of industrial buildings in the King–Parliament Area are to be continued.

5.4.3.9
Re-use of Heritage Properties

Recommended Official Plan Policy

151 It is Council's policy, when selecting buildings to accommodate the need for additional space for City departments and agencies, to give consideration to the re-use of heritage buildings.

The re-use of historic properties for civic uses both preserves heritage and provides an example for the private sector.

Explanation

The re-use of historic properties for City departments and agencies is an inexpensive way for the City to preserve heritage and provide an example for the private sector.

Recommended Official Plan Policy

152 In the case where all other avenues for preservation have been exhausted and a building is not considered by Council to be worthy of individual designation, Council shall advocate the re-use of historic building elements in new construction so as to preserve the handiwork of past craftsmen and conserve resources and energy. For the avoidance of doubt, it is Council's policy not to grant additional density in exchange for the incorporation of historic building fragments in new development.

Explanation

Considerable controversy has been attached to the practice, which has evolved in recent years, of granting additional (bonus) density in exchange for retaining building "elements" in new development. Because the existing bonus provisions refer only to the retaining "floor area", density bonuses for the re-use of heritage features have been granted by way of negotiated site specific Official Plan amendments. The practice has been inconsistent, inequitable (between different applications), and has had the effect of calling into question the existing bonus provision (Why save the building if one can get extra density for fragments?).

This report proposes that Council's policy with respect to the re-use of heritage elements be clarified. In particular, the Plan should explicitly state that additional density will not be granted for this form of heritage preservation. If Council's priority is to preserve buildings in whole and in situ, then the incentives embodied in the City's Official Plan should reflect that.

5.4.3.10
Conserving Natural and Built Landscapes of Heritage Significance

Recommended Official Plan Policy

153 Council shall encourage the preservation of both natural and built historical landscapes and will seek authority from the Province to control and protect historic landscapes. It is the policy of Council to seek the establishment of programs and incentives for the conservation of historic landscapes.

Explanation

The existing Official Plan as well as Provincial legislation provide little protection for historic landscapes or vegetation. Under the Heritage Act, legislative authority does not currently exist to protect landscapes. Areas such as the boardwalk in the Eastern Beaches, parts of the Don Valley and the mature trees in neighbourhoods such as High Park or Rosedale should be considered for long-term protection. In the context of the Heritage Conservation Plan, the City should investigate Official Plan policies and other programs to encourage the conservation of trees, vegetation and landforms. Where such areas correspond to Natural Areas or Environmentally-Sensitive Areas, the proposals for such areas set out in Chapter 4 will begin to afford a level of protection appropriate to these valued assets. Additional measures will be needed, however, to deal with historic landscape that will not be covered by these policies. In addition, City Council should lobby the Provincial government to strengthen the Heritage Act and Tree Act to preserve landscapes while looking at other province-wide policies and programs to protect landscapes. For areas of national significance, the City should solicit the support of the Federal government.

5.4.4
FURTHER ACTIONS

5.4.4.1
Parking and Loading Exemptions

Section 4(9).1 of the Zoning By-law exempts historically designated buildings in all districts from the City's Parking and Loading requirements. This exemption should be kept but should be amended to require the owner of a designated heritage building to maintain the same number of parking spaces as existed on the lot prior to January 1, 1991, or the amount of parking now required to be provided by Section 4(4), of the Zoning By-law, whichever is less.

As more and more recent buildings are designated, there is some danger that existing parking will be eliminated under this by-law exemption as currently worded. This was not the intent of the by-law, which was to protect designated buildings with no space to create parking.

5.4.4.2
Improving Controls in Heritage Conservation Districts and on Designated Properties

The current wording of the Heritage Act provides limited protection for heritage resources in designated Heritage Conservation Districts. A greater level of protection is needed. Council should, therefore, request the Province to amend Part V of the Ontario Heritage Act respecting Heritage Conservation Districts to provide Council with:

- control over all alterations and demolitions in a potential heritage conservation district, to come into effect at the time the area is defined as a Heritage Conservation District Study Area;

- control over interior alterations;

- control over alterations to the entire property, including landscaping, trees, topographical features and open space; and

- authority to delegate Council's decision-making power respecting approval of minor alterations.

Amendments should also be sought to Part IV of the Act to improve controls over individually designated properties. Control over demolition and interior alterations are among the areas that need to be strengthened.

Finally, the Commissioner of Planning and Development, in consultation with the Toronto Historical Board, should review how restrictive zoning by-laws can be implemented to protect architecturally and historically significant buildings and districts. The review would evaluate which areas of the City would benefit from such protection, whether zoning by-laws should be enacted in conjunction with Heritage Conservation District Designations, and how this zoning designation would be integrated into the existing Zoning By-law.

5.4.4.3
Property Standards By-law for Designated Heritage Property

The Commissioner of Planning and Development should, in consultation with the Toronto Historical Board and the Commissioner of Buildings and Inspections, review and report on the appropriateness of developing a property standards by-law for designated heritage properties.

5.4.4.4
Tax Incentives

Tax incentives are one of the major means for encouraging heritage preservation in jurisdictions outside Canada, especially in the United States. Not only are tax incentives effective, but they also recognize that a City's heritage resources are also a nation's heritage resources. It would, therefore, be appropriate for other levels of government to assume greater responsibility for ensuring that future citizens can enjoy the legacy of Toronto's heritage.

To accomplish this, the Toronto Historical Board, in consultation with the Commissioner of Finance and the Commissioner of Planning and Development, should explore the possibility of establishing a comprehensive program of tax incentives for heritage preservation in the City of Toronto. This study should also consider the form of Provincial and Federal enabling legislation that would be required to implement such a program.

5.4.4.5
Review of Industrial Heritage

Industrial Heritage involves some specialized elements which need a more focused review to ensure their protection. Historically, industrial development has created urban patterns and specific large building types that are unique in the City. The use of machinery and railway lines has also contributed to the special character of the City's industrial heritage. This complex of elements requires a somewhat different approach to heritage preservation, which has focused in the past, more on buildings than on other heritage resources.

In addition, the value in preserving industrial sites has not yet been publicly acknowledged, since these are frequently not considered attractive and are located in areas that are visually unappealing. It is evident in the heritage policy review that industrial heritage has often not been adequately addressed. As industry changes and pressures increase for redevelopment of industrial lands such as Ataratiri, a comprehensive approach will be necessary before important vestiges of the City's industrial heritage are lost forever.

5.4.5
BUILDING ON PAST POLICIES

A large part of the City's built heritage is still remarkably intact. To be sure, over the years many important buildings have fallen under the wreckers' ball. The Queen Street Mental Asylum, the West Toronto Junction CPR Station, and the Temple Building at the corner of Bay and Richmond Streets, one of Toronto's first skyscrapers, are just some of the examples of historical gems that have been lost to the City forever. But enough heritage buildings remain to remind us of the City we once were. This is all the more remarkable since we have had to work with weak Provincial Heritage legislation. Our success in conserving buildings shows that Torontonians have been willing to work together in the past to preserve their history, even if it has meant a less than optimal return for development of land. The City, too, has used its legislative powers to encourage historic preservation in the past by incorporating, amongst other things, a density incentive to preserve our heritage. While this is not an ideal solution, it has worked successfully on a number of occasions. This chapter builds on past policies and suggests ways that these can be strengthened and improved to help us better remember our past and enrich our future.

The Temple Building at the corner of Bay and Richmond was an historical gem lost to Torontonians forever.

5.5
NEIGHBOURHOODS

> "Even the most urbane citizen does care about the atmosphere of the street and district where he lives, no matter how much choice he has of pursuits outside it; and the common run of city people do depend greatly on their neighbourhoods for the kind of everyday lives they lead."
>
> **Jane Jacobs**
> **The Life and Death of**
> **Great American Cities**

Torontonians are proud and even fiercely protective of their "neighbourhoods". So it is not surprising that the citizens who filled in Cityplan '91 surveys ranked Toronto's "interesting and liveable neighbourhoods" at the top of their "likes" concerning the built environment.

While protecting neighbourhoods can have its drawbacks, for example, when the "Not In My Backyard" (NIMBY) syndrome strikes down social housing or group homes or other much needed community benefits, it also undoubtedly has its very positive side. If people feel committed enough to "protect" their neighbourhoods, their neighbourhoods must be performing some very important functions for them, and by extension, for the City as a whole.

Protecting neighbourhoods in the face of change does not mean opposing all change. It only means being cautious and careful about what change to accept. One respondent to the Cityplan '91 survey offered her views about residential intensification along Toronto's Main Streets, which is one of the main themes discussed throughout this report. She volunteered the following ideas about planning Toronto's future: "I'd increase density along major streets (above stores), but increase public green space or trees correspondingly. Basically, I'd plan with residents' health and welfare first in mind."

It has often been said, in the press and from the podium, that Toronto is a "city of neighbourhoods". Torontonians have taken this idea to heart. While some have supported grand schemes, like the Skydome (especially on a wet opening day for the baseball season), many feel a deep streak of cynicism and fear the loss of some things that are very precious to them. One man summed up this feeling on his Cityplan '91 survey, "Get rid of the 'world class' concept of Toronto complete with hungry and homeless people and shiny new showplaces like the Dome; bring back the concept of Toronto as a city of neighbourhoods."

Balancing change with a continued high quality of life is required here, as elsewhere in this report, and provides the focus for the policies proposed in this chapter.

5.5.1
SUMMARY

Continued residential growth as advocated in this Proposals Report is based on the concept of comprehensive neighbourhood planning. The standards of liveability and service long established by the City's traditional neighbourhoods are the standards which will be applied when planning for emerging and new residential communities. In particular, we recommend that the new Plan:

i) Establish general goals and specific objectives for three basic types of City neighbourhoods:
- low density,
- medium and high density, and
- new neighbourhoods created through comprehensive redevelopment;

ii) Identify elements of neighbourhood structure and character to be taken into account when considering change in existing neighbourhoods and when developing guidelines and plans for medium and high density neighbourhoods and for new neighbourhoods;

iii) Establish a strategic direction for achieving the housing targets of this Plan in a neighbourhood context through various forms of intensification;

iv) Ensure appropriate commercial development in the neighbourhood planning context; and

v) Ensure the timely provision of community services and facilities and parks on a neighbourhood basis.

5.5.2
BACKGROUND

5.5.2.1
Defining a Vision for Neighbourhood Living in the 1990s

People live in neighbourhoods, not just in housing. Toronto owes much of its enviable reputation as a City that works to its liveable neighbourhoods. They are attractive, safe and well-endowed with services necessary for the enjoyment of daily life.

In the recent past in new neighbourhoods, the City has not always maintained the high standards of liveability set by its older neighbourhoods. For instance, a great deal of new residential development has occurred in the Central Area especially in the Central Core. These projects have resulted in much needed housing, but not necessarily highly liveable neighbourhoods.

Having learned from this experience, we are now committed to taking a more comprehensive view when planning or approving residential development. One of the central themes of Cityplan '91 is to promote residential growth within the framework of neighbourhood planning in order to ensure that communities have access to the facilities and services in the local area they need for everyday living.

This chapter sets out the strategies for continuing Toronto's tradition of building a City of neighbourhoods. First, general goals and objectives of neighbourhood planning are developed. Then, City neighbourhoods are categorized into three types: traditional neighbourhoods, higher density neighbourhoods generally in the Core Area and new neighbourhoods. Finally, the chapter delineates policies for each type of neighbourhood.

5.5.2.2
History of City Neighbourhoods

It has been said that Toronto is a "City of neighbourhoods". This character is rooted in the City's history. The City grew through the annexation of distinct towns, each with its own main street and special character. Suburban North Toronto, industrial Toronto Junction, the summer resort communities such as the Beach and Parkdale were all originally distant and remote from the "City" connected by street railway lines. The City's form and texture that we celebrate today has sprung from its small town beginnings. The character of these neighbourhoods has proved to be remarkably resilient. It has withstood the vicissitudes of demographic and cultural changes for over a century.

In the 1960s high density residential towers altered the character of numerous neighbourhoods.

As the towns merged into each other and a great city emerged, the links across the urban space were strengthened. Today, these links are more than the obvious physical connections made by the main streets, transit and ravine systems. They include the economic, social and cultural relationships which exist in any complex urban environment.

The physical form of traditional neighbourhoods reflect the subdivision pattern of the late 1800s and early 1900s. This pattern is to be found in a large part of the City to this day characterized by small lots tightly knit together along a rectilinear grid of streets and sidewalks.

Some of these neighbourhoods underwent change in the post World War II period through urban renewal when neighbourhoods were torn down and replaced with apartment buildings. The character of these new neighbourhoods contrasted sharply with those they replaced. Instead of the traditional street and block patterns, they turned away from the fabric of the City. Other low density neighbourhoods only saw minimal change through the development of small-scale apartment buildings which left the neighbourhood character intact. Yet in other neighbourhoods, pockets of rental apartment buildings were built which resulted in entire blocks taking the form of "towers in the park".

In a planning context, urban redevelopment of the City's residential areas was encouraged in the 1969 Official Plan which envisaged continued high density redevelopment of many existing neighbourhoods.

The new planning directions which emerged in the 1976 Official Plan resulted in the Central Area Plan and subsequent Part II Plans for neighbourhoods. The 1976 Plan's particular relevance for neighbourhoods was contained in objectives that called for the retention of low-rise neighbourhoods and the expansion of the residential function of the Central Area through the development of housing in the downtown.

In the post 1976 era, housing development in the Central Area has been significant and new residential districts have emerged on lands that were formerly slated for office development. This housing is generally in the form of medium and high density apartment buildings, often with a mix of commercial and residential uses. These projects which have emerged on a site-by-site basis now contain resident populations similar in size to some traditional neighbourhoods.

More recently, new neighbourhoods have been developed on a comprehensive basis on large tracts of former industrial land. St. Lawrence is perhaps the best known example of this kind of neighbourhood which represents an extension of the City's fabric on to reclaimed industrial lands. The recycling of former industrial lands into new neighbourhoods will likely be the largest source of new housing in the City in the future.

Medium and high density condo clusters in the Central Core have populations as large as some traditional neighbourhoods.

5.5.3
DIRECTIONS

5.5.3.1
Goals and Objectives for Neighbourhoods

Recommended Official Plan Policies
Goals and Objectives

154 Toronto is a City of neighbourhoods. The neighbourhoods are identifiable geographic areas which provide a focus for the daily life of the City's residents. Many neighbourhoods express unique characteristics based on the City's varied natural features and its diverse multicultural makeup. The neighbourhoods are linked across the City by natural features, by physical elements such as streets and transit, by economic, social and cultural relationships and by communities of interest.

155 Council's general goals for neighbourhoods of all kinds are to ensure, through its own actions and those of other levels of government, that Toronto's neighbourhoods:

i) provide a pleasant, supportive, safe and healthy environment for the daily living of all people;

ii) provide adequate community services and facilities and parks and open space, good urban design and built form and good access to transit; and

iii) accommodate a diversity of people by providing access to a wide range of housing types including affordable housing, and a wide variety of social and economic activity required to support individual, family and community life.

Specific Objectives

156 Council shall regard existing and new residential development in the context of maintaining and building liveable, well-serviced, diverse and equitable neighbourhoods.

For the purposes of this policy, neighbourhoods may be described as:

i) stable low density neighbourhoods composed mainly of **Low Density Residence Areas**;

ii) medium and higher density neighbourhoods composed mainly of **High Density Residence Areas** and **Mid-rise**, **Medium** and **High Density Mixed-use Areas**; and

iii) new neighbourhoods resulting from comprehensive redevelopment of large tracts of land.

New neighbourhoods, such as St. Lawrence, contain a range of housing forms for people with different housing needs.

157 Council's objectives for the City's neighbourhoods are as follows:

i) For low density neighbourhoods, it is Council's policy to maintain and enhance the stability and liveability of existing neighbourhoods by ensuring amongst other things that:

- an adequate level of **community services and facilities** and **parks** are maintained and provided;
- intensification in the form of infill and conversions is consistent with neighbourhood structure and character; and
- intensification along the main streets is compatible with the existing neighbourhood.

ii) For medium and high density neighbourhoods in and around the **Central Core**, it is Council's policy to, amongst other things:

- maintain, or where appropriate, permit a higher proportion of residential uses within the level of development permitted in **Mid-rise**, **Medium** and **High Density Mixed-use Areas**;
- address existing deficiencies in **community services and facilities** and **parks**; and
- achieve a high quality of built form through consistent application of planning controls.

iii) For medium and high density neighbourhoods outside of the **Central Core**, it is Council's policy amongst other things to:

- prohibit the extension of existing **High Density Residence Areas** where it may result in the loss of **Low Density Residence Areas**;
- encourage the retention and rehabilitation of the existing stock of rental apartments; and
- address existing deficiencies in **community services and facilities** and **parks.**

iv) For new neighbourhoods, it is Council's policy amongst other things to accommodate the major proportion of the projected population and housing increases recommended in this Plan in these neighbourhoods, and to prepare comprehensive neighbourhood plans that take into account the following matters:

- integrating the new neighbourhood into the fabric of the surrounding neighbourhoods with respect to the extension of the City's street and block pattern and **open space system**;
- the need for environmental studies of all the lands in accordance with the environmental policies of this Plan;
- timely provision of adequate **community services and facilities** and **parks** at the earliest stage of development;
- preparing built form guidelines and appropriate building typologies to accommodate a range of housing types such as townhouses, apartments and new building forms;
- appropriate built form that achieves desirable conditions with respect to wind, sun and shade;

- capacity of transportation systems, including transit and roadways;
- providing at least 50 percent of new housing as **affordable housing** and 25 percent in the form of **housing suitable for families with children;**
- designating retail streets to serve the shopping needs of new residents on a local basis; and,
- preserving historic buildings and districts.

Explanation

The success of Toronto's neighbourhoods is that they serve the needs of daily life for the City's residents. Each neighbourhood provides more than just housing. Each provides a basic level of community services such as schools and parks. Each has a shopping street and is served by transit. This is a model that has served us well over the last 150 years. Planning for emerging and new neighbourhoods should emulate the qualities of existing neighbourhoods. Planning should be comprehensive, with a clear understanding that we are building viable communities.

A central theme of Cityplan '91 is to maintain and build liveable and well-serviced neighbourhoods. The intention is to ensure that comprehensive neighbourhood planning is integral to all land use planning. Comprehensive neighbourhood planning should ensure that adequate community services and facilities such as schools and parks are provided in a timely fashion; good urban design is achieved by developing appropriate neighbourhood typologies to guide new development; access to transit is provided; and a high regard is given to environmental concerns.

The Plan also sets out objectives for accommodating the diversity of people who live or who now wish to live in the City's neighbourhoods. Planning for a diverse population means dealing with issues of social equity and equal access by providing a wide range of housing, including affordable housing, and encouraging social and economic activities that contribute to a higher quality of life. The Plan also must look beyond the immediate short-term market conditions to establish longer-term planning goals and implementation strategies

For low density neighbourhoods, the policies of the existing Official Plan with respect to maintaining the stability of these areas will be upheld. We are proposing that intensification be permitted, much as it is now, through conversions of existing buildings and replacement buildings in keeping with established elements of neighbourhood structure and character. Main streets intensification as it emerges would be the principal method of achieving new housing in existing neighbourhoods.

In medium and higher density neighbourhoods in and around the Central Core, the Plan will continue to encourage new housing by re-examining the mix of uses primarily within existing density levels. Outside the Central Core, the extension of residential areas now built at medium and higher densities would be limited.

In new neighbourhoods, the Plan will look to achieve the majority of the City's overall housing objectives in the context of comprehensively planned and fully integrated new communities. The Plan will direct redevelopment to large tracts of land within the Central Area that are now designated for non-residential purposes.

The timely provision of schools, libraries and other community facilities is a key to the success of new neighbourhoods.

5.5.3.2
The Importance of the Neighbourhood Planning Process

Recommended Official Plan Policies

158 In order to achieve these goals and objectives, it is the policy of Council to regard all existing, emerging and new residential areas throughout the City as neighbourhoods.

159 Council recognizes the tradition and practice of public participation in the neighbourhood planning process. Council shall seek the views and participation of the public generally during the preparation and prior to implementation of the following: Part I and Part II Official Plan Amendments, Zoning By-law Amendments, Community Improvement Plans, Community Services and Facilities Strategic Plans, neighbourhood traffic plans, heritage preservation policies, social planning and other planning initiatives.

Explanation

The goals and objectives of neighbourhood building should generally apply in all existing and new residential areas of the City.

The neighbourhood planning process should recognize Toronto's tradition of public participation in planning. In accordance with this and the basic level of consultation required by the Planning Act, the Plan should include a policy ensuring that the public is involved in preparing planning studies and in their implementation.

5.5.3.3
Elements of Neighbourhood Structure and Character

Recommended Official Plan Policies
Low Density Neighbourhoods

160 In order to fulfil its objective of maintaining the stability of existing neighbourhoods when approving new development, Council shall have regard for the following elements of neighbourhood structure and character:

- Pattern of streets, lanes and blocks; lot size, frontage and depth characteristics;
- Presence and pattern of public and private open spaces and topographical features;
- Any unique or special characteristics;
- Scale of development with respect to the height and massing of buildings;
- Siting of buildings in relation to the size and configuration of the lots;
- Relationship between the street, the semi-private open space in front of buildings and the primary entrance and between the back of buildings and rear yards;
- Nature of streetscape as defined by landscaping, sidewalk, boulevard and road;

- Compatible relationship between buildings in the neighbourhood interiors and buildings along the neighbourhood edges;
- Presence of historic buildings and districts;
- Location and availability of public transit and on-street, off-street and below grade parking; and,
- Location of schools, **parks**, religious facilities, recreation facilities, libraries and fire halls.

Medium and High Density Neighbourhoods

161 In medium and high density neighbourhoods, Council shall have regard for, amongst other matters:

- Retaining the existing pattern of streets, lanes, blocks, public and private open spaces and topographical features;
- Appropriate planning controls to achieve a balance between the relationship of a building to the street and other public spaces as well as the relationship between other buildings with respect to light, view and privacy;
- Grade-related private and public uses that animate the street edge;
- Achieving desirable conditions of pedestrian comfort at the street level with respect to wind and sun penetration in accordance with appropriate standards;
- Preparing guidelines and building typologies for specific neighbourhoods to achieve a predictable built form on an area basis; and
- Providing adequate **community services and facilities** and **parks** on a neighbourhood basis to serve the needs of the local population as distinct from the provision of regional facilities that serve the City-wide population.

Explanation

In seeking to achieve goals and objectives for the different kinds of neighbourhoods, it is necessary to outline the essential elements of structure and character that should be taken into account. For instance, the existing Official Plan states that Low Density Residence Areas should be regarded as stable and that no changes should be made in these areas which are out of keeping with their character. Other than this statement, the Plan promotes good planning practice and principles which are left wide open to interpretation.

Given the emphasis of Cityplan '91 on ensuring the liveability and adequacy of neighbourhoods, we are proposing that the planning objective be much more clearly defined and outlined. Thus, logically, in low density neighbourhoods, the Plan should set out the essential elements that constitute neighbourhood structure and character to better ensure that the objectives of liveability and stability of character are achieved. There is a tremendous consistency throughout the City's low density neighbourhoods with the house-to-street relationship comprised generally of the public street, the semi-private zone (front yard and porch), the private building and the private rear yard. A variation of this basic structure is characteristic of the typical Toronto retail street with public streets, individual buildings built to the property line with retail uses at grade and back

The City's low density neighbourhoods have a consistent house-to-street relationship consisting of the public street, the semi-private zone, the private building and the private rear yard.

lanes for access. The Plan should identify these elements to ensure that any proposed change will fit into established neighbourhood structure and character.

Similarly, in medium and high density neighbourhoods, as residential development continues in the Central Core, the Plan should provide basic instruction on the elements of neighbourhood structure to be considered. For new neighbourhoods, the elements of structure and character that are to be achieved will be identified in comprehensive plans which are called for in the Specific Objectives policy in section 5.5.3.1 of this chapter.

5.5.3.4

Providing a Strategic Direction for Achieving Housing Policy in a Neighbourhood Context

Recommended Official Plan Policies

162 Council will seek to achieve its housing production targets in the following manner. The majority of new housing development will take place in the form of new neighbourhoods on previously non-residential lands within the **Central Area**. Additional new housing development will be achieved, at medium and high densities, generally in and around the **Central Core**, and throughout the City along the main streets. New units will continue to be created through intensification of existing low density neighbourhoods.

163 The development of new housing shall be considered within the intent of the City's land use policy regulations and principles of good planning practice contained in this or Part II of this Plan. Other relevant policies of Council and other levels of government articulated from time to time shall be addressed within this context of good planning.

Social Housing

164 It is the policy of Council to regard **social housing** as an appropriate and desirable type of residential development in all City neighbourhoods.

New Neighbourhoods

165 Subject to policies of this Plan respecting the redesignation of industrial land, Council may redesignate non-residential lands in **industrial**, **commercial** and **institutional** use for **residential** purposes. Council will encourage the creation of new neighbourhoods on any newly designated residential lands provided that the redesignation of land only occurs through a Part II planning process and in accordance with other policies of this Plan.

Medium and High Density

166 In the medium and high density neighbourhoods in amd around the Central Core, Council will continue to encourage the development of new housing in accordance the objectives contained in this Plan. Council will also have regard for the elements of neighbourhood structure and character as contained in this Plan in formulating appropriate planning controls for these neighbourhoods.

Main Streets

167 **Main streets** are major streets with mixed commercial and residential uses which often serve as a focus for and define the edges of low density neighbourhoods. Council will consider these streets as the primary location for the addition of residential units in accordance with emerging Main Streets policy. In achieving this objective, Council will have regard for:

i) the impact of increased residential units on the built form of the streetscape and the adjacent neighbourhoods;

ii) the capacity of the transit system and the impact of new developments on traffic and parking; and,

iii) the adequacy of physical infrastructure and the availability of **community services and facilities.**

Infill

168 In low density neighbourhoods, Council may permit residential intensification in the form of infill housing. This includes building on vacant lots and the replacement of existing structures with single and multi-unit buildings provided that the overall structure and character of the neighbourhood is maintained.

169 In low density neighbourhoods, infill development may involve the construction of a residential structure behind a building facing a street, on internal block areas or lots with minimal or no street frontage or rear lane development. It is the policy of Council to generally discourage this form of development as being inconsistent with the character of low density neighbourhoods. Evaluation of applications to amend the Zoning By-law to permit such infill on lots that are unusual in shape, configuration or depth should take into account among other things, the following: the impact on light, view and privacy of adjacent backyards, servicing and access and the compatibility of new development with neighbourhood character.

Conversions

170 In low density neighbourhoods, Council may permit residential intensification through the conversion of existing structures to rooming houses, and converted houses, provided that the structure and character of the neighbourhood is maintained.

Explanation

This report calls for a population target of 725,000 people by the year 2011 and a long-term housing target of 45,000 housing units, 35,000 of which are to be located within the Central Area. (See Chapters 3.2 and 7.2) When providing for this development, the Plan should set out a strategic direction which clearly establishes where the housing development and neighbourhood building will take place.

Since 1976, over 23,000 private and social housing units have been constructed in the Central Area at medium and high densities. Given the large amount of land in the Central Area's east and west wings south of Queen Street extending to Woodbine Avenue in the east and Dufferin Street in the west, the focus of creating substantial amounts of new housing will continue to be in the Central Area. New residential development on over 300 acres of non-residential lands, as well as in Ataratiri and the Railway Lands, and the conversion of commercial density into residential density permission in the Central Core will all contribute to achieving the new housing targets.

In future, intensification opportunities will be pursued outside the Central Core of the City throughout the neighbourhoods in the form of main streets redevelopment, conversions and infill where it is deemed appropriate. Such intensification can and should occur without adversely affecting the stability of the structure and character of existing neighbourhoods. From time to time, it may be necessary to determine appropriate development standards either, on a local area basis or for a particular issue.

In low density neighbourhoods, we are proposing that the Official Plan recognize the wide range of intensification activities already permitted, such as additions to existing structures, infill in the form of construction on underdeveloped lots and the replacement of existing structures with single and multi-unit buildings. Similarly, the Plan should recognize conversions currently permitted such as rooming houses, converted houses and basement apartments. (See Chapter 7.2) However, caution should be exercised when considering developments in the rear of lots. Since such development can be at odds with the normal pattern and often impinges on the privacy of adjacent backyards, it should be generally discouraged, and only considered in special cases through an amendment to the Zoning By-law.

The development of new housing should remain a priority but not at any price. Good planning principles and the overall intent of the City's land use regulations should be upheld to achieve housing objectives. In order to maintain and build liveable neighbourhoods, we are recommending that the City use its resources to provide the necessary community services and parks and open space. (See Chapters 7.3 and 5.3) Where appropriate, it should approach other levels of government to assist in this regard. In addition, new development should meet the objectives of Cityplan '91 which place a greater emphasis on the quality of urban design and the impact on the environment.

Social housing targets of the new Plan are an important part of the overall strategy to maintain and build a liveable city. Council has had a strong commitment to providing social housing in Toronto. This report seeks to build on this commitment by supporting social housing as an appropriate type of residential development in all neighbourhoods. The success in achieving social housing targets should be evaluated in a City-wide context on an aggregate basis. On an individual site basis, social housing development should be consistent with the neighbourhood objectives of this Plan.

5.5.3.5

Ensuring Appropriate Commercial Development in the Neighbourhood Context

Recommended Official Plan Policy
Retail Streets

171 **In all neighbourhoods, it is the policy of Council to provide for adequate retail and service activities that serve the local shopping and service needs of the neighbourhoods by:**

i) encouraging the intensification of pedestrian and transit-oriented, grade-related retail and service activities primarily on the existing **traditional shopping streets**;

ii) designating retail streets as local shopping areas to serve the needs of existing and new residents in medium and high density and new neighbourhoods;

iii) passing by-laws, as necessary, to permit a wide range of retail and service uses; to ensure the continued economic viability of local shopping streets; and to minimize any adverse impacts on surrounding neighbourhoods; and

iv) supporting local business organizations through measures such as the Business Improvement Area Program.

New Retail Development

172 In order to protect the economic viability of existing **traditional shopping streets**, it is the policy of Council to consider applications for new commercial development in the context of a local area study taking into consideration the need for the new development, the impact on existing commercial areas and the impact on affected neighbourhoods with respect to built form, traffic and parking and elements of neighbourhood structure and character. Such applications may include, but are not limited to, an extension of an existing retail strip, expansion of large retail facilities or the creation of new retail areas not currently designated for commercial uses.

Office Development

173 It is the policy of Council to contain major commercial office development within designated areas of the **Central Area** and the Yonge-Eglinton and Yonge-St.Clair nodes.

Donuts & Sweets

Our traditional shopping streets provide everything from muffins to mufflers for Toronto's neighbourhoods

Explanation

The 1969 Official Plan called for major commercial office growth and decentralization of commercial development throughout the City by promoting nodes known as District Commerce Centres.

In recent years we have emphasized the linear nature of the City's continuous retail streets, thus shifting the policy focus away from nodal centres of commercial activity. Part II Plans have redefined the role of retail strips within neighbourhoods. Concurrently, the City has provided support for the traditional shopping streets to maintain their viability and their ability to serve the shopping needs of neighbourhood residents. The main streets initiative seeks to further support and enrich these retail strips by encouraging residential intensification on the upper floors.

In all neighbourhoods, appropriate commercial development at a neighbourhood level should be ensured by encouraging retail and service activities that serve local shopping service needs. This can be achieved by encouraging pedestrian and transit-oriented, grade-related retail, by encouraging a diversity of retail and service activities, and by supporting local business organizations on a neighbourhood basis. In medium and high density and new neighbourhoods, comprehensive neighbourhood planning should include designated retail streets to serve the needs of existing and new residents on a local basis.

In low density neighbourhoods, enlargement or extension of retail development can have a detrimental impact on the surrounding area. We are recommending that a review of such forms of proposed new retail development be undertaken on an area basis in order to ensure the stability of the surrounding neighbourhoods and the viability of traditional shopping streets.

In accordance with Council's policy to restrict commercial office development to designated areas of the Central Area and the Yonge-Eglinton and Yonge-St.Clair nodes, office development outside these areas will be discouraged in concentrations and will be permitted in mixed-use buildings in a linear fashion along the main streets serving local area needs.

5.5.3.6
Providing for Mixed Industrial-Residential Neighbourhoods

Recommended Official Plan Policy
Mixed Industrial-Residential

174 In neighbourhoods that have a combination of residential and non-polluting industrial uses, it is the policy of Council to continue to maintain this mix of land uses, improve neighbourhood amenities and resolve local conflicts.

Explanation

Certain neighbourhoods such as Niagara and King-Parliament have an existing mix of industria and residential uses. These uses co-exist in relative harmony, a circumstance that gives them unique characteristics. Mixed industrial-residential neighbourhoods are generally subject to Part II Plans which deal specifically with the balance of land uses and other area issues.

The proposed policy recognizes the existence of these neighbourhoods and seeks to maintain a mix of non-polluting industrial and residential uses, improve amenities required for liveable neighbourhoods and resolve local conflicts.

5.5.4
OVERVIEW

This chapter sets out a comprehensive framework for continuing Toronto's history of building neighbourhoods. General and specific goals and objectives are proposed for three types of neighbourhoods: traditional neighbourhoods, medium and higher density neighbourhoods and new neighbourhoods. Basic elements of neighbourhood structure and character are identified for guidance when considering change in the City's neighbourhoods.

Other aspects of neighbourhood planning are addressed in terms of commercial development, mixed industrial-residential areas, and the provision of community services and facilities and parks.

6
Transportation and the Land Use Nexus

"Housing promotion has been regarded essentially as a social policy. It is now time to appreciate more fully the significance of housing for land use and transportation planning."

David Nowlan, Cityplan '91 Forum

"There is a logical and systematic connection between the growth, transportation and environmental policies being put forward in this report. By encouraging residential growth downtown we decrease the need for automobile commuting and thereby seek to lessen the major source of air pollution in the Central Area."

Cityplan '91 Task Force

The quality of life in a city is very much related to the experience of moving around it. Congested streets; crowded buses and subways; polluted bicycle routes; and dangerous pedestrian crossings obviously detract from the pleasure of city life. Relatively smoothly flowing traffic; inexpensive and convenient public transit; and generally safe and attractive surroundings for cyclists and pedestrians all contribute to creating the liveable city espoused by this report.

Transportation planning is very often a highly technical exercise, but Torontonians instinctively understand the meaning behind the numbers. And they are far from uninterested in the results of the exercise. Respondents to the Cityplan '91 survey ranked "traffic congestion" at the top of their lists of "dislikes" and made more suggestions about how to improve the transportation system than about how to "solve" any of Toronto's other problems.

Transportation planner Richard Soberman captured the human dimension of traffic congestion in a way that illustrates just why Torontonians have been so vocal on the subject over the past few years: "Congestion results in delay, frustration, short tempers, accidents, wasted energy consumption, deteriorating air quality, higher costs of doing business, anxiety, and a widespread use of profanity and obscene gestures," he told the Cityplan '91 Forum in May 1989. Other Torontonians echoed these sentiments throughout the Cityplan '91 process. Congestion is not the only problem raised by Torontonians, but it is obviously an important one.

Dr. Soberman, however, also underlined another important truth, "that it is neither economically nor politically feasible to provide transportation services that are congestion-free one hundred percent of the time." Here, as in so many other areas, a balance has to be struck between competing interests and competing priorities. The proposals in this chapter seek to strike a balance acceptable to the majority of Torontonians.

Transportation planning is closely related to other forms of planning, a point made by each of the quotations cited at the outset of this chapter. Where people live relative to where they work has an obvious and direct impact on the transportation services they use and require. Some commuters positively dread the daily commute to work, whether by car, as described in glowing detail by Dr. Soberman, or by transit, like the commuter who commented, "The most dehumanizing part of big city life is the crush of public transit." By contrast, some people who live near their place of work are positively triumphant about the pleasures of their commute, like the downtown resident who walked to work and almost chortled, "... when the subway is broken, I don't have to wait with the masses, I can just continue on."

Similarly, how people travel to work – whether alone in a private automobile, or by public transit, or by bicycle, or on foot – has a very important impact on the quality of our environment. Many Torontonians, children as well as adults, commented on the automobile as the environmental enemy. Nine year old Natalie Pay of Bedford Public School, for example, told Cityplan '91 "Kidsviews": "Because of the pollution from cars which cause smog, acid rain, ozone destruction, and many more disasters, we thought about changing things by basing our life on the bicycle instead of the car. The problem is that there is absolutely too much traffic with cars, and we think that the bicycle would be lots better because it's pollution free and because of its weight, expense and size." If all of Toronto's school children are this environmentally-aware, perhaps architect/planner Joe Berridge's prediction that "over the next decades private automobile driving is going to go the way of cigarette smoking" will come true. In the meantime, however, policies to curb and cope with the automobile will still be required. The policies proposed in this chapter must be, and have been, carefully coordinated with the policies advocated elsewhere in this report, especially in the chapters on the environment and on housing.

The search for solutions to Toronto's present and future transportation problems must range widely, from general suggestions for the optimal forms of regional development to detailed suggestions for local traffic management policies.

Summary

This chapter is divided into two main parts. Part one analyses land use/ transportation relationships in the Central Area in general terms, while part two discusses the more specific implications of this analysis for future transportation planning policy. The land use/transportation analysis focuses on the relationships between office development, residential growth, and peak-period travel into the Central Area. For shorthand, this three-way relationship between Central Area jobs, people, and trips is referred to as the land use/transportation planning "nexus".

Although the growth in commuting is not the only transportation issue facing the Central Area, it is appropriate to begin in part one with a discussion of the nexus, since peak-period commuter traffic will continue to be the major strain on the Central

Area transportation system and, hence, the principal driving force behind any future needs for major transit or road improvements. Part two of this chapter, deals more specifically with transportation planning issues.

The general and specific policies recommended in this chapter endeavour to improve transportation both to the City and within the Central Area by:

i) Redefining the land use/transportation balance, based on a continued steady rate of office development; an increased rate of housing and population growth; and a minimal increase in commuting levels

ii) Identifying a "Preferred Development Scenario" which yields a mix of office development and housing growth consistent with objective (i) above

iii) Promoting housing intensification policies for transportation, as well as social, environmental and other reasons outlined in this eport

iv) Controlling and dealing with the growth of rush-hour commuting into the City, by adopting policies associated with:

- Emphasis on Transit
- Subway Improvements
- Surface Transit Improvements
- GO Rail and Union Station
- Regional Transit Improvements
- "Transportation Gateways" in the Greater Toronto Area
- Rail Corridors
- Gardiner Expressway
- Automobile Commuting Levels
- Automobile-Occupancy Levels

v) Improving transportation within the City, by adopting policies associated with:

- Reduction of Automobile Use
- Local Surface Transit Priority
- Traffic Management Measures
- Off-Street Service and Delivery
- Improvements for Cyclists
- Improvements for Pedestrians
- Movements of Goods
- Public Transportation for people with disabilities

6.1
LAND USE/TRANSPORTATION RELATIONSHIPS IN THE CENTRAL AREA

6.1.1
BACKGROUND

6.1.1.1
The 1976 Central Area Plan

The 1976 Central Area Plan can briefly be described as a Plan that sought to link the expansion of downtown office development with the capacity of the transit system, in order to ensure a balanced pattern of future growth. The Plan discouraged measures which would have facilitated the use of automobiles for commuting into the Central Area, and emphasized improving transit to meet future rush-hour travel demands, with the restriction that no major rapid transit lines be built in the short-term. The idea was that, in the early years of the Plan, the focus should be on investing in transportation facilities outside the Central Area in order to support the growth of other centres outside the City, as part of the overall Metro policy of promoting a deconcentrated (or decentralized) pattern of urban development. Limits were placed on the amount of Central Area office floor space to be built over the 1976-91 period which, if exceeded, would trigger a review of the Plan. These review limits became known as the office space "trigger figures".

The 1976 Plan has subsequently been reassessed at five-year intervals, and the 1981 and 1986 Quinquennial Reviews provide detailed evaluations of the extent to which the Plan's policies achieved the desired balance between development growth and available transit capacity. Overall, these reviews concluded that the Plan was working quite well, though not always for the reasons originally envisaged. The evidence suggests that Central Area employment has grown at a faster rate than the levels of peak-period commuting into and out of the Central Area, and questions have arisen as to whether the original assumptions of the 1976 Plan, which directly linked office space growth to increases in work trips, really applied as meaningful limits on commercial development. The 1991 office space "trigger figure" was exceeded in early 1990, but the transportation system continued to cope and there was no immediate need, from a transportation viewpoint, to reassess the Plan. It was felt that such a review could await the relatively short time needed to complete the Cityplan '91 process.

The major current issue is, as it has been in the past, how to allow the further growth of downtown office space, without incurring the environmental impacts and other costs associated with providing more commuting facilities, in particular more road capacity, into the Central Area. The 1986 Quinquennial Review forewarned of an emerging long-term imbalance between "office development potential" and planned "transportation capacity increases", and noted that future capacity increases to both the road and transit systems serving the Central Area would probably be needed. However, recent experience has shown that increases in office space and office employment have led to little change in peak-period travel volumes, and the expected land-use/transportation imbalance appears, at least in the short-term, not to have materialized. There have been numerous efforts in the past to identify the level of office development at which major improvements to the Central Area's transportation system would inevitably be required but, as the trigger figures have shown, this floor space number has proven to be something of a moving target.

A related issue is the extent to which the Metro policy of deconcentration has been achieved. It seems that the North York Centre and the Scarborough City Centre, the two major Metro sub-centres, are now well-established, and other secondary centres, such as Bloor/Kipling in Etobicoke, are beginning to take shape. In this context, it might be argued that the short-term restriction on major Central Area transit improvements can now be relaxed without threat to the deconcentration objective. In any event, current Metro long-range rapid transit planning initiatives, which date back to the 1985 *Network 2011* study, do not give high priority to a new downtown subway line.

6.1.1.2
The Nexus

The following discussion focuses on the three-way relationship between Central Area jobs, people, and trips, which is referred to as the land use/transportation planning "nexus". As will be explained, until recently, the residential or population component of the nexus has been largely neglected. The traditional approach has been to analyse the two-way relationship between "office growth" and "peak-period trip increases", but this leaves an incomplete picture of the dynamics underlying the balance between land use and transportation in the Central Area.

The nexus relationship represents only one aspect of the Plan's overall theme of balanced growth. The nexus is essentially about balancing employment and residential growth in the Central Area in order to avoid the need for costly increases in transportation capacity, particularly for roads. As such, the emphasis is on determining the likely peak-period transportation consequences of different future mixes of Central Area office development and housing growth. From this work, a "Preferred Development Scenario" is defined for future Central Area planning purposes, which results in an office development/housing mix that produces only relatively modest increases in the volumes of commuters travelling into and out of the Central Area.

6.1.1.3
The Traditional Approach

Both office floor space and trip data for the Central Area are available from 1975 onwards. Reliable employment data is only available from 1981 onwards; there is a questionable employment count available for 1975 but comparable figures for the 1976-1980 period can only be provided by way of estimates rather than from direct observations. The most common way of estimating office employment is to divide the amount of "occupied floor space" by the "floor space per worker" (FSW) ratio. Estimates of the FSW ratio, based on a large sample of office buildings in the Central Area for various years since 1980, indicate that the FSW ratio has remained remarkably constant over the last decade at around 25 square metres. This value of 25 square metres can be applied to office space totals to estimate office employment levels for the 1976–1980 period.

The trends that are discussed below relate to the area known as the "Central Area Cordon", which is defined primarily for the convenience of counting traffic and, as discussed in an earlier chapter of this report, is slightly different from the Central Area Planning District. (See Chapter 3) Both passenger and vehicle trips are counted for all modes of travel (automobile, surface transit, subway and GO train) into and out of the Central Area Cordon. The cordon defines a particularly useful area of analysis because its boundaries are crossed by the major transportation routes serving the Central Area and it embraces an area large enough to contain all the downtown office activities and most of the surrounding inner-City residential neighbourhoods. The Central Area is the most intensively developed commercial and residential area in the whole Metro region and attracts the greatest and most concentrated flows of daily commuter traffic.

In analysing trends in commuter travel, the traditional approach related changes in the number of peak-period trips by all modes crossing the Central Area Cordon to changes in office floor space. The emphasis was on the number of trips produced, with less attention being given to where these trips that were destined for Central Area office jobs originated. The indirect measure of floor space was used for estimating trip-production levels, rather than the direct measure of office employment, due to the lack of appropriate data and the fact that floor space is the policy variable over which planners have most influence through zoning and other land use controls. Peak-period trips are analysed to capture any changes or trends both within the peak-hour itself and in the surrounding "shoulder" periods. Typically, the 7:00–10:00 a.m. period is chosen for analysis, because nearly all full-time office employees arrive at work within this time period.

Of course, cordon count data provide no information on the purpose of the trips or on the exact origin and destination of the trips. The cordon figures simply measure trips of all sorts, including those of office workers, that cross the cordon line and, in the case of inbound-trips, some may carry on right through the Central Area, to be counted again as outbound-trips. Also, the cordon counts are typically collected for the various modes on one day of the year, usually in the summer, and given the nature of the counting techniques, some relatively small degree of error in the final figures must be expected. Consequently, the use of cordon count data to measure trends in inbound office work trips requires some degree of care.

Trends in office floor space figures are measured on the basis of changes in the amount of mid-year occupied space in the Central Area over the 1975–1989 period. Mid-year figures are used so that they can be compared with cordon count numbers which are collected in the summer. The emphasis is on occupied, rather than built space because this is where the impact of employment changes will show up most strongly. Occupied space is calculated by reducing the total amount of built space by the amount of space estimated to be vacant. The built space figures are taken from City building permit data and estimates of the vacancy rate are provided by Royal LePage. Trends in office employment can be plotted from the data available for 1975 and from 1981 onwards, and estimated from floor space figures for the years 1976–1980, as described above.

Figure 6.1 graphs the relative growth of "occupied office space", "office employment" and "peak-period person trips" beginning in 1975 with the value of all indices set at 1.0. Figure 6.1 clearly reveals how office space and employment have increased at a much faster rate than inbound-trips over the 1975-1989 period. Over this period, for example, the amount of occupied space increased by 50 percent, while the number of peak-period (three-hour) trips only rose by 19 percent. In particular, when looking at the 1981–1989 period, for which reliable employment data are also available, a 20 percent increase in occupied office space was matched by a 22 percent increase in full-time office employment, but only a 3.5 percent increase in peak-period trips. From figures like this, it is easy to see why there was growing scepticism about the basic assumption of the 1976 Plan that office growth and trip growth are strongly linked.

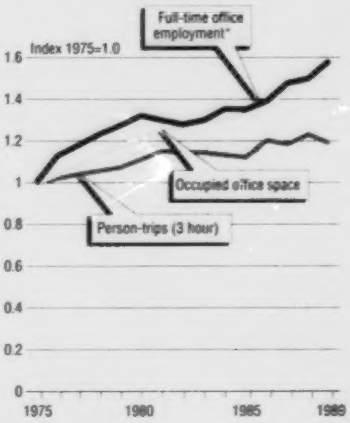
However, to some extent, the trends illustrated in Figure 6.1 overstate the apparent divergence between office growth and trip growth. A more accurate and useful way of presenting these trends would be to graph the "cumulative absolute growth" of the variables (floor space, employment and trips) since 1975 in some common unit of measurement. We already know that trends in occupied office floor space and office employment growth are strongly linked by the floor space per worker (FSW) ratio of 25 square metres (as Figure 6.1 shows) and, indeed, our employment figures for the years 1976–1980 are directly derived from the occupied floor space numbers. Consequently, all we really need to compare are the trends in office employment and inbound-trips, which both happen to be measured in comparable "people" units. Figure 6.2 provides a plot of the "cumulative growth" in these two measures.

An examination of Figure 6.2 reveals that, although the cumulative trip figures have not grown as rapidly as those for employment, the shortfall in trips does not appear as dramatic as that shown in Figure 6.1. By looking only at the absolute changes in Figure 6.2, the growth in trips appears stronger. The diluting effect that including the large base total has on the percentage rate of trip growth has been removed. Figure 6.2 shows that the number of inbound-trips has increased over the 1975–1989 period and, although this growth may not be a large proportion of the total number of inbound peak-period Central Area trips, it does begin to match up better with the increase in full-time office employment (and floor space). Overall, from 1975–1989, full-time office employment increased by 85,000 persons and inbound peak-period trips increased by approximately 50,000 persons.

However, using Figures 6.1 and 6.2 to reveal how the comparison between the rates of office (space and employment) growth and trip growth has often been misleadingly presented and wrongful conclusions drawn, is only a part of the story.

Figure 6.1

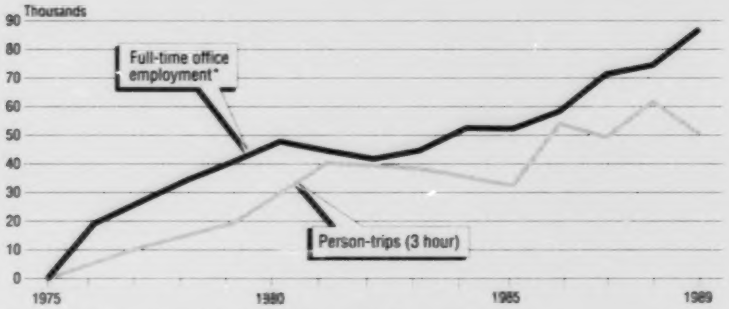
Relative Growth of Occupied Office Space, Office Employment and Trips in the Central Area Cordon since 1975



* 1976-80 employment figures derived from dividing occupied floor space by 25

Figure 6.2

Absolute Growth of Office Employment and Trips in the Central Area Cordon since 1975



* 1976–80 employment figures derived from dividing occupied floor space by 25

While Figure 6.2 shows that the more extreme arguments, such as those sometimes put forward by representatives of the development industry, denying any relationship between office development and trip increases are not true, there does remain a significant "shortfall" in observed trip growth and this shortfall seems to have increased during the 1980s. This is an important substantive point that requires some explanation. This explanation is provided in the following section, which adds the housing component as the missing link in the nexus relationship.

6.1.1.4
Housing As The Missing Link: The Nexus Defined

Professor David M. Nowlan, of the Department of Economics at the University of Toronto, presented a paper to the Cityplan '91 Forum held in May 1989, in which he demonstrated that the missing link in explaining the relationship between occupied "office space growth" and "peak-period trip increases" could be found in the changes in the Central Area housing stock and residential population that have occurred since 1975. This residential factor, in combination with changes in the amount of occupied office space in the Central Area, can explain remarkably well the annual variations in inbound peak-period trip volumes over the 1975–1989 period.

As Professor Nowlan acknowledged, the idea that increases in downtown housing and population could offset the demands for Central Area commuting is not entirely new. For example, in the early 1970s, the work of the *Metropolitan Toronto Transportation Plan Review (MTTPR)* provided estimates of Central Area work trips which were based on expected increases in employment "... less 0.6 of the increase in residential population", and the City's 1976 Central Area Plan made some allowance for a modest increase in "walk-to-work" trips. The relatively recent publication of the 1986 Census data, which revealed extraordinarily rapid growth in the Central Area's population since 1981, drew further attention to the impact that such increases in local population might have on regional commuting levels.

Professor Nowlan's study, however, was the first to provide a systematic, statistical analysis of the impacts on commuting levels of the increases in Central Area housing and population. City Planning staff have since worked with Professor Nowlan to elaborate upon his initial findings and to subject the results to more rigorous statistical testing.

Without going into all the details of this statistical analysis and giving an exact description of the data sets used, a technique known as "linear regression analysis" was applied to test the proposition that the variations in inbound volumes of Central Area peak-period trips can be largely explained by variations in the levels of commercial and residential activities in the Central Area. A number of estimating equations were defined and from them a preferred equation that took "dwelling units" as the measure of "population change" was selected for policy planning purposes. The details of this process can be found in a Spring 1991 article in the *Journal of the American Planning Association* written by David Nowlan and Greg Stewart.

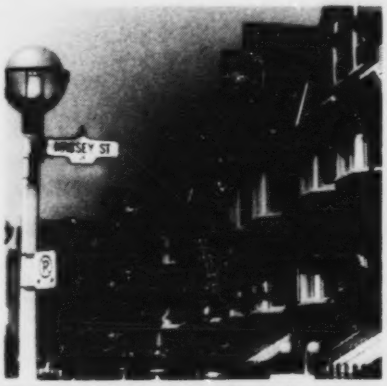
Basically, what the data on the trends in trips, office space, and dwelling units in the Central Area over the 1975–88 period reveal, through the regression analysis, is that on average every additional 25 square metres of occupied office space will add one peak-period inbound-trip, and each additional dwelling unit will reduce by 1.2 the number of peak-period inbound-trips crossing the Central Area Cordon. Consequently, increases in Central Area office space and housing have offsetting effects on the levels of peak-period inbound-trips. In fact, the results suggest that, if every 30 square metres increase in occupied office space could be matched by the addition of one housing unit in the Central Area, then there would, on average, be no net change in the level of peak-period inbound-trip-making.

Adding housing to the equation relating the growth in trips to the growth in office space reconciles the problems that were beginning to arise over the original assumptions of the 1976 Plan. Office space is seen to produce trip increases much in the manner expected, but more of these trips are found to be originating within the Central Area than originally anticipated. As a result, it is more the "trip distribution", rather than "trip production", assumptions of the 1976 Plan that have proven incorrect. As the number of housing units and the number of people in the Central Area have increased, the need for inbound commuting has been reduced and the cordon count numbers have not risen as originally expected. Consequently, it would also now be expected that there has been a commensurate increase in "intra-zonal trips" within the Central Area itself, as more people both live and work in the same area or zone.

Going back to the figures quoted earlier for the 1975–1989 period, we noted that an 85,000 increase in full-time office employment had been matched by only a 50,000 increase in Central Area peak-period inbound-trips. However, over the same period, the total number of housing units in the Central Area Cordon increased by 20,800, which would, we now expect, have reduced the demand for peak-period inbound-trips by about 25,000. This would explain much of the 35,000 shortfall in trips noted above.

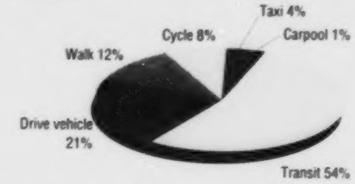
We have considered that other factors could have contributed to creating the shortfall in trips, such as a decline in other (non-office) types of peak-period trips; a reduction in the through-trip component of cordon crossings; or an increase in the FSW ratio. These, and other possible factors, are discussed at some length in the forthcoming Cityplan '91 background paper on *Transportation*, and none are found to provide wholly satisfactory explanations.

On the other hand, there are several reasons for believing that Central Area population or housing growth provides the major explanation of the shortfall in expected peak-period trips. For example, it is significant that the shortfall in trips became most pronounced during the 1980s,



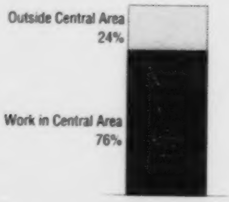
Each new residential unit in the Central Area will, on average, house 1.2 Central Area workers.

Figure 6.3
How Central Area Residents Travel to Work



Source: Central Area Residents Survey, CTPD, 1989

Figure 6.4
Place of Work of Central Area Residents



Source: Central Area Residents Survey, CTPD, 1989

The vast majority of people who live and work in the Central Area take transit, walk or cycle to their jobs.

at the time when Central Area housing growth was strongest. Also, the results of the recent Central Area Residents' Survey (as reported in *Cityplan '91 Background Report No. 7*) indicated that, on average, Central Area households that had moved since 1985 contained 1.22 people who both live and work in the Central Area. This survey result provides independent confirmation of the 1.2 figure that was derived from the regression analysis results described earlier.

6.1.1.5
The Transportation Benefits of Increasing Central Area Housing

"The key to formulating a successful new Plan, from the perspective of commercial and transportation policy," Professor Nowlan emphasized at the Cityplan '91 Forum, "is, paradoxically, to have an aggressive and successful housing plan".

Increasing the number of housing units in the Central Area increases the potential for people to both live and work in the Central Area. From a transportation perspective, this offers three main types of benefits:

a) Vehicle Trip Reduction: By putting more homes closer to jobs in the Central Area, more people are able to walk or cycle to work.

b) Mode Shift From Automobile to Transit: The chances are increased that those remaining Central Area residents who choose to travel to work by vehicle will opt for transit rather than auto, since transit access is generally high throughout the Central Area and better than elsewhere in the Region.

c) Shorter Work Trips: By putting more homes closer to jobs, the need for long-distance commuting is reduced, which results in less congestion and lower levels of pollution. Moreover, expanding the capacity of the transportation system to accommodate increases in local commuter travel is generally less costly than expanding the system to accommodate increases in long-distance, regional commuter travel.

Basically, increasing the number of people who both live and work in the Central Area produces favourable results in terms of lowering the number of automobile trips; encouraging people to use transit rather than cars; and emphasizing shorter, local trips. These points are illustrated in Figures 6.3 and 6.4 that are developed from data collected as part of the Central Area Residents' Survey (as described in *Cityplan '91 Background Report No. 7*) and which show the high use of the transit, walk and cycle modes of travel by Central Area residents and the high degree to which Central Area residents also work in the Central Area. These trends in Central Area work-trip patterns associated with continuing intensification would lead to a shift in the demand for future transportation facilities that would require greater emphasis to be placed on accommodating peak-period travel growth within the Central Area itself. In particular, there will be an increasing need to enhance local transit services and improve the conditions for cyclists and pedestrians in the Central Area.

6.1.2
DIRECTIONS

6.1.2.1
The Land Use/Transportation Balance Redefined

Recommended Official Plan Policy

175 It is the policy of Council that the future development of the **Central Area** be directed to achieve the desired balance among the three basic goals of:

i) a continued steady rate of office development;

ii) an increased rate of housing and population growth; and

iii) a minimal increase in commuting into and out of the **Central Area**, including the objective of limiting peak-period automobile volumes to approximately present levels.

Explanation

If the 1.2 figure can be used as the likely trip-reducing effect of each new future Central Area housing unit, then office growth, commuting, and housing expansion can be looked at interdependently, and policy instruments can be deployed so as to achieve the best mix among this three-way nexus of key planning variables. In this manner, a new balance between Central Area trips, jobs, and residents can be struck, and the original balancing equation of the 1976 Plan can be redefined.

This report proposes that the new balance be struck to achieve three basic goals: (1) continued steady (but not excessive) office development in the downtown; (2) an increase in Central Area housing and population; and (3) minimal growth of commuter trips, with the upper limit on the peak-period number of autos entering and leaving the Central Area being set at approximately the present level.

Measures similar in purpose to the "trigger figures" of the 1976 Plan can be defined for levels of both office and housing development to help guide the growth of the Central Area along a balanced path that will avoid overloading the commuter transportation system, while allowing the continued growth of downtown office space and encouraging the production of more inner-City housing. The key is to achieve a better future match between Central Area job opportunities and housing opportunities.

Recommended Official Plan Policy

176 It is the policy of Council to reduce the future growth of inbound commuting by encouraging an increase in the supply of **Central Area** housing to provide greater opportunities for people to both live and work locally, and by introducing policy measures designed to achieve a better numerical and qualitative match between the rate of office development and the rate and type of new housing built in the **Central Area** to potentially accommodate the growing numbers of office workers associated with the increased supply of office space.

Explanation

To develop the policy measures alluded to in the proposed Official Plan statement above, will require that realistic or achievable estimates of future office and housing development be combined to produce acceptable combinations of both land use growth and Central Area commuting. In particular, the goal of housing intensification requires that attractive and liveable communities be built in the Central Area. (Housing intensification is discussed in greater detail in Chapter 7.2) Many of the policy statements proposed in other chapters in this report, particularly those related to the environment, urban design, community services, and recreation, are also directed toward creating liveable communities.

To explore what an acceptable and realistic balance of future development might be, a number of representative "growth scenarios" were tested for their impact on transportation. These scenarios were based on varying assumptions about the rates of Central Area office growth and housing development, and about how these might match up in the future. The following section describes the development and testing of these scenarios, and explains how a "preferred pattern of balanced growth" was chosen as the basis for making future projections and developing appropriate planning policies.

6.1.2.2
Alternative Development Scenarios and the Preferred Pattern of Growth

Occupied Office Space

Over the 1975–1989 period, the amount of occupied office space in the Central Area increased, on average, by about 150 000 square metres a year. Although no absolute decline in the amount of occupied office space ever occurred from one year to the next, there is a considerable degree of variation attached to the average annual figure of 150 000 square metres increase. For example, the amount of occupied office space only increased by 74 000 square metres in 1983–1984, compared to the record growth year of 1986–1987 when there was a 273 000 square metre increase in occupied office space in the Central Area. At the end of 1989, there was a total of 6 127 641 square metres of occupied office space in the Central Area.

The rate of increase in occupied office space is related to underlying economic and demographic forces. Tenants will not automatically occupy whatever amount of office space is built, as is testified by the wide fluctuations in annual office vacancy rates in the Central Area. Neither will developers continue to erect space independently of market conditions, unless they are trying to second-guess future land use planning policies. Excess development in one period leads to lower market prices for space and to reduced development in the next period, and vice versa. In this context, changes in density limitations through down-zoning or up-zoning will generally have little effect on the rate of office growth, except when such limitations are close to the existing amount of built space.

However, long-term predictions of the market forces affecting the rate of Central Area office development are difficult to make. We are currently in a period of economic recession, and the era of strong economic growth experienced throughout the latter part of the 1980s appears to have ended. Recent labour force projections indicate that the 1990s will see only moderate employment growth in the Metro Region, which can be expected to have a retarding influence on the future demand for office space. Commercial real estate experts, such as Royal LePage, are predicting a relative slowdown in office development over the next five to 10 years.

In a recent study commissioned by the City of Toronto, Dr. Arthur Younger prepared a 10-year macro-economic projection of economic growth and related employment changes for the Toronto Census Metropolitan Area (CMA). (See *Cityplan '91 Background Report No. 16: The Medium Term Economic Outlook for the Toronto CMA.*) The projection indicates that the Toronto CMA will continue to expand over the next 10 years, albeit at a lower rate than experienced over the 1983–89 period. For example, employment is projected to increase at an average rate of 1.3 percent per annum; whereas, employment growth rates of over 4.0 percent were experienced in 1985 and 1986. Of course, it is difficult to apply regional economic forecasts to an area as small as the Central Area, but the broad directions of economic change should continue to apply at the more local level.

In recent forecasting work undertaken in relation to long-range rapid transit planning, the Metro Toronto Planning Department's "M1-90 employment projections" provide an estimate of future increases in Central Area office workers. These projections, which were developed before the severity of the present recession was realized, show an average annual increase of just over 5,000 office workers which, in turn, implies an average annual office floor space "absorption rate" of around 128 000 square metres. We have used this figure as a "realistic" estimate of the future office space absorption rate in the Central Area. The uncertainty introduced by the recession suggests that an even lower figure of around 100 000 square metres might be a more appropriate estimate. However, this lower figure is considered "conservative", at least over the short- to medium-term, in light of the large amount of office floor space already under construction or in the late stages of approval in the Central Area.

As of September 30, 1990, there were just over 850 000 square metres of office space under construction or ready for occupancy in the Central Core (the part of the Central Area that contains nearly all the present office space). In addition there were, at this time, 419 000 square metres of office space approved for construction in this area. There is a general feeling that much of the office space which is under construction or approved will come on to the market over the next few years and be leased and occupied, although this may happen at the cost of lower rents for office developers. However, even with office space priced at more attractive lower rents, this may not prevent the office vacancy rate from increasing further. But, as the economy recovers in the 1990s, some degree of equilibrium should be restored between the demand for and the supply of Central Area office space. Therefore, an average absorption of 128 000 square metres of space a year does not seem unreasonable.

As a high estimate of office development growth, the past average absorption rate of 150 000 square metres of space a year was used. This figure seems high in light of current economic conditions and the projections described above. Consequently, the 150 000 figure is taken as an upper limit on the likely annual rate of future office space absorption. The range of average annual increases in occupied office space for testing in the various development scenarios can, therefore, be briefly defined as:

Low	100 000 sq. m/year – "conservative"
Medium	128 000 sq. m/year – "realistic"
High	150 000 sq. m/year – "past trends"

An average office absorption rate of 128 000 sq. m/year is realistic in the 1990s.

Housing Development

Over the 1975–1989 period, housing production averaged around 1,700 units per year in the Central Area. Much of this new housing was in the form of private, high-rise condominium units. At the moment, the condominium market, like the office space market in the Central Area, is flat and current recessionary conditions may delay the progress of some housing projects that have already been approved by Council. It is, therefore, difficult to make accurate projections of increases in the private housing stock.

However, as described in Chapter 7.2 of this report, it is not considered unrealistic to set as a housing target the construction of 35,000 additional units in the Central Area by the year 2001. An examination of how the new housing target could be reached was undertaken as part of a Planning Department evaluation of the Development Charges Act (Bill 20). This evaluation revealed that in the medium-term, 36,000 units could reasonably be built in the Central Area. Included in this potential supply are a number of large housing projects, such as Ataratiri, the west end of the Railway Lands and the Sears Warehouse site. Much of the Central Area housing potential lies in three major zones: the eastern part of Downtown; near the Don River, and west of Bathurst Street south of Queen Street. Some of these sites are outside the Central Area Cordon on which the nexus relationship described above was defined. The significance of this point will be discussed in the next section on "Housing in the City but Outside the Central Area".

The 35,000 housing target for the Central Area over the next 11 years may seem quite ambitious in relation to the historic average of 1,700 additional housing units built each year over the 1975–1989 period. It represents a virtual doubling of the past rate of supplying housing. However, as Chapter 7.2 of this report explains, these new targets are considered to be achievable, despite the currently depressed state of the private housing market. One reason for this conclusion is that many of the new units will be in public or non-profit housing projects whose production is less dependent on prevailing market conditions than private market projects are. Other reasons for optimism are that we anticipate that there will be a freeing-up of some underutilized industrial lands in the Central Area for housing purposes and there will be some opportunities for other forms of housing intensification (e.g., the Main Streets initiative and the possibility of some conversions to multi-occupancy).

Furthermore, we believe that the Central Area housing target is not only achievable in a numerical sense, but can also result in well-planned and well-designed additions to the housing stock that will enhance the attractiveness of the Central Area as a place to live. As mentioned earlier, the goal of housing intensification requires a strong commitment to building attractive residential environments through increased attention to such factors as urban design, the provision of community services, enhanced local transit and better recreational facilities. Other policies of this Plan are designed to ensure that these objectives are met and that "communities", not just "dwelling units", are created.

From the above discussion, the "past trends" in Central Area housing production (1975–1989) and future proposed planning "targets" (1990–2001) appear to define a lower and an upper range of average annual housing increases of 1,700 and 3,500 units respectively. By inserting a "mid-point" value of 2,600 units, the range of average annual housing production figures tested in the various development scenarios can be briefly defined as:

Low	1,700 units/year – "past trends"
Medium	2,600 units/year – "mid-point"
High	3,500 units/year – "target"

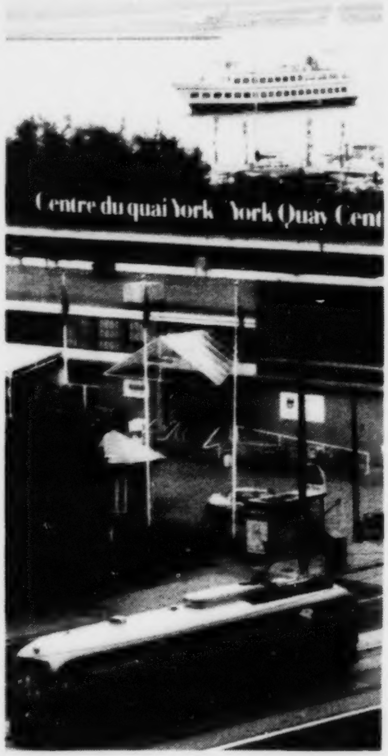
Housing in the City but Outside the Central Area

The 35,000-unit target proposed for new housing units in the Central Area is part of a larger 45,000-unit target being recommended by this report for the City as a whole. Clearly, some of the additional 10,000 units targeted for areas of the City beyond the Central Area will provide homes for people working in the Central Area. This raises a point mentioned earlier regarding the implications for the nexus relationship of housing intensification in areas outside the Central Area Cordon. To some extent, new housing built in areas of the City outside the Central Area may be regarded as a partial substitute for housing inside the cordon area.

It is only a partial substitute because, while such housing cannot reduce the number of inbound work-trips, it may still provide certain of the transportation benefits associated with housing intensification. These benefits, it will be recalled, relate to vehicle-trip reduction, a mode shift to transit, and shorter work-trips. Although people travelling to work in the Central Area from other parts of the City are unlikely to reduce their vehicular use by commuting on foot or by bicycle, they are more likely to use transit and will have shorter work-trips than people commuting from areas even further out, beyond the City limits. Such transit benefits would be associated most strongly with new housing that is built in those parts of the City where transit access is good, such as along streetcar routes or close to the subway.

The Central Area Cordon is defined primarily for the convenience of counting traffic, and its boundaries are necessarily somewhat arbitrary. If the study of the nexus relationship had been extended to a larger area, such as the entire City, we would expect that the value of 1.2 for the "inbound-trip reduction factor" would be lowered. We would expect that housing built further away from the Central Area would, on average, house fewer people who work in the Central Area. This factor will add to the general tendency for the beneficial effects, described above, of additional housing on peak-period Central Area transportation demands to decline with the distance such housing is provided from the Central Area.

However, this distance decline of the transportation benefits of new housing is a gradual one, and the Central Area Cordon is not a particularly significant breakpoint in this process. For example, Bathurst Street defines the western boundary of the Central Area Cordon, but a new housing unit one block west of this street, just outside the Cordon, would have nearly the same potential transportation benefits for the Central Area as a new unit built one block east of Bathurst Street, inside the Cordon. By the same token, a new housing unit just west of Bathurst offers potentially much greater transportation benefits for the Central Area than a new housing unit in Mississauga or some other distant location. We can conclude, therefore, that there would be some real transportation benefits to be derived from pursuing the target to build an additional 10,000 housing units in that part of the City which lies outside the Central Area.



Residents of new City neighbourhoods will need efficient surface transit routes, such as the Harbourfront LRT.

Alternative Development Scenarios

With definitions for the three alternative rates of growth for occupied office space and for three alternative rates of growth for housing production in the Central Area, a total of nine alternative development scenarios can be tested for their transportation impacts. The years 2001 and 2011 were chosen for testing purposes and Figures 6.5 and 6.6 present the results for each of the nine scenarios for these two years respectively. Obviously, more confidence can be attached to the shorter-term projections shown in Figure 6.5, than to the longer-term projections shown in Figure 6.6. Both figures show the "end-state totals" and the "change from 1989 base conditions" in the amounts of Central Area housing, population, occupied office floor space, office employment, and inbound-trips for each of the nine scenarios. The changes for the year 2001 are based on projections over an 11 1/2-year period from mid-1989. Although the end-state numbers presented in Figures 6.5 and 6.6 are based on projections of constant average growth rates, the actual path that office and housing construction might take to reach the year 2001 and year 2011 numbers need not be strictly linear. That is to say, there may well be years in which office and housing growth rise above or fall below the average rates assumed for any given scenario.

Figure 6.5
Alternative Central Area Cordon Growth Scenarios 2001

Mid-Year Base Figures

Base Year	*1989*
Units	*67,434*
Population	*133,386*
Occupied Office Space	*6,115,415*
Full-Time Office Employ't	*235,994*
Net Inbound Trips (3 hr. am)	*318,416*

End-State 2001

Average Annual Office Absorption (sq. m)		Average Annual Housing Production (Units) Low 1,700 units		Medium 2,600 units		High 3,500 units	
		Total	Change	Total	Change	Total	Change
Low 100,000	Units	86.984	19.550	97.334	29.900	107.684	40,250
	Population	170.531	37.145	190.196	56.810	209.861	76,475
	Occupied Space	7.265.415	1.150.000	7.265.415	1.150,000	7.265.415	1,150,000
	Employment	281.994	46.000	281.994	46.000	281.994	46,000
	Trips	340.956	22.540	328.536	10.120	316.116	−2,300
Medium 128,075	Units	86.984	19.550	97.334	29.900	107.684	40,250
	Population	170.531	37.145	190.196	56.810	209.861	76,475
	Occupied Space	7.588.278	1.472.863	7.588.278	1.472.863	7.588,278	1,472,863
	Employment	294.909	58.915	294.909	58.915	294.909	58,915
	Trips	3.871	35.455	341.451	23.035	329,031	10,615
High 150,000	Units	86.984	19.550	97.334	29.900	107.684	40,250
	Population	170.531	37.145	190.196	56.810	209.861	76,475
	Occupied Space	7.840.415	1.725.000	7.840.415	1.725,000	7,840,415	1,725,000
	Employment	304.994	69.000	304.994	69.000	304.994	69,000
	Trips	363.956	45.540	351.536	33.120	339.116	20,700

The impacts of development growth on inbound-trip levels are derived from the nexus relationship. Every additional 25 square metres of occupied office space adds one inbound peak-period trip and every additional housing unit subtracts 1.2 such trips. So, for example, the "low growth scenario" (100 000 square metres of office space and 1,700 housing units a year) will, on average, produce a net increase of 1,960 inbound-trips a year. Over an 11 1/2-year period, this will amount to a 22,540 increase in peak-period inbound-trips, which is the value shown in Figure 6.5 for the year 2001 trip increase for this scenario. Generally, Figures 6.5 and 6.6 show how trip increases fall as one reads across the tables (with housing production increasing) and how trip increases rise as one reads down the tables (with occupied office space increasing). For the three scenarios where the relative rates of increase

Figure 6.6
Alternative Central Area Cordon Growth Scenarios 2011

Mid-Year Base Figures

Base Year	*1989*
Units	*67.434*
Population	*133.386*
Occupied Office Space	*6.115.415*
Full-Time Office Employ't	*235.994*
Net Inbound Trips (3 hr. am)	*318.416*

End-State 2011

Average Annual Office Absorption (sq. m)		Average Annual Housing Production (Units) Low 1,700 units		Medium 2,600 units		High 3,500 units	
		Total	Change	Total	Change	Total	Change
Low 100,000	Units	103.984	36.550	123.334	55.900	142.684	75.250
	Population	202.831	69.445	239.596	106.210	276.361	142.975
	Occupied Space	8.265.415	2.150.000	8.265.415	2.150.000	8.265.415	2.150.000
	Employment	321,994	86.000	321.994	86.000	321.994	86.000
	Trips	360.556	42.140	337.336	18.920	314.116	(4.300)
Medium 128,075	Units	103.984	36.550	123.334	55.900	142.684	75.250
	Population	202.831	69.445	239.596	106.210	276.361	142.975
	Occupied Space	8.869.028	2.753.613	8.869.028	2.753.613	8.869.028	2.753.613
	Employment	346.139	110.145	346.139	110.145	346.139	110.145
	Trips	384.701	66.285	361.481	43.065	338.261	19.845
High 150,000	Units	103.984	36.550	123.334	55.900	142.684	75.250
	Population	202.831	69.445	239.596	106.210	276.361	142.975
	Occupied Space	9.340.415	3.225.000	9.340.415	3.225.000	9.340.415	3.225.000
	Employment	364.994	129.000	364.994	129.000	364.994	129.000
	Trips	403.556	85.140	380.336	61.920	357.116	38.700

in occupied office space and housing units match (e.g., "high" office and "high" housing) the level of trip increases remain roughly the same (at around 22,000 trips for the year 2001 projections). The most extreme levels of trip change occur when the differences in the relative rates of increase for office space and housing are maximized. For example, in Figure 6.5 the scenario of "high" office and "low" housing results in an increase of 45,540 peak-period inbound-trips by the year 2001. In contrast, the reverse scenario of "low" office and "high" housing produces a decrease of 2,300 inbound-trips from 1989 levels. Thus, depending on the develop-ment scenario chosen, the changes in inbound Central Area commuting levels by the year 2001 could vary from a 2,300 trips decrease to a 45,540 trips increase (a total range of 47,840 trips around a 1989 base level of 318,416).

Given the three goals stated earlier (moderate growth in office development; increased housing production; and limited growth in commuter travel), the development scenario based upon a medium rate of increase in occupied office space (128 000 square metres a year) and a high average annual housing production rate (3,500 units) was chosen as the "Preferred Alternative" for future Central Area planning purposes. As explained earlier, an average office space absorption rate of 128 000 square metres a year is considered to be a "realistic" number that should meet future market demands for new office space, stabilize office rent levels, and ensure a satisfactory rate of growth in the commercial property component of the City's tax base. The annual housing production figure of an additional 3,500 units is regarded as an ambitious but achievable "target" for residential growth. In this context, the office space figure of 128 000 square metres a year can be regarded as something of an assumed rate of growth that would largely result from expected market forces, while the housing production figure of 3,500 new units a year is more of a target growth rate that will require a greater level of government or planning intervention to achieve.

As can be seen from Figures 6.5 and 6.6, the Preferred Development Scenario is expected to generate an increase in peak-period inbound-trips of 10,615 over the 1989–2001 period, and 19,845 over the 1989–2011 period. These figures represent an 11-year increase of 3.3 percent, and a 21-year increase of 6.2 percent over the base-level total of 318,416 peak-period trips in 1989. These levels of trip increases are considered consistent with the third goal described above of limiting the overall growth in inbound

Rapid transit will continue to provide the backbone of the commuting system.

peak-period trips and, in particular, of limiting auto commuting levels to present (1989) volumes.

In 1989, 66 percent (or 210,673) of peak-period inbound-trips crossing the Central Area Cordon were by transit. For all of the projected increase in trips under the Preferred Development Scenario to be accommodated by transit would require that transit's share of ridership increase from its 1989 level of 66 percent to 67.3 percent by the year 2001 and 68.2 percent by the year 2011. As described later in this chapter, such future increases in peak-period Central Area transit use appear quite feasible.

From the vantage point of the Preferred Scenario, the expected pattern of "balanced development" would be threatened if the rate of increase in occupied office floor space were to rise above the assumed level (of 128 000 square metres per year), and/or the rate of housing production were to fall below the targeted level (of 3,500 units per year). At this point in time, failing to achieve the housing target, rather than exceeding the rate of office space absorption, is seen as the greater of the two threats. However, the policies proposed in this report should ensure that the past average rate of 1,700 housing units a year will be improved upon.

If only half the targeted increase were achieved (i.e., the "medium rate" of 2,600 units a year), trip increases would, we expect, remain within a manageable range. Figures 6.5 and 6.6 indicate that expected trip increases under this less desirable scenario of medium office and medium housing growth would still be relatively small: peak-period inbound-trips are forecast to increase by 23,035 over the 1989–2001 period, and by 43,065 over the 1989–2011 period. Again, these increases could be handled by transit, although certain transit improvements might need to be accelerated and stronger disincentives might have to be applied to the use of the auto for commuting purposes in order to achieve the desired shift to greater transit use. On the other hand, if there is unexpectedly high economic growth and the office absorption rate climbs significantly beyond the medium or "realistic" estimate of 128 000 square metres a year, then further controls beyond those already contemplated in this Plan, might have to be placed on Central Area office development.

It should also be remembered that increases to the capacity of the public transportation system serving the Central Area are planned, which should provide more than sufficient capacity to handle the increase in inbound-trips associated with the Preferred Development Scenario. To the extent that this proves to be the case, the requirement to achieve the average annual housing production target of 3,500 units will be reduced. The details of these transit capacity increases and their implications for the nexus relationship are discussed in the following section of this chapter.

The Preferred Development Scenario described above foresees the continued development of office space in the Central Area, combined with an increased rate of housing production, and reflects the policy of urban intensification which is key to this Plan. Accompanying these land use policies to promote intensification are a set of proposed transportation policies that seek to accommodate any net increases in inbound commuting, by making selective improvements to both the local and regional transit facilities serving the Central Area and, if required, by introducing disincentives to auto commuting. Finally, with more people expected to be living and working in the Central Area, we anticipate that improvements will have to be made to local surface transit services, and better conditions will have to be created for pedestrians and cyclists, in order to handle the increased number of trips within the Central Area itself. The details of these proposed transportation policies are given in the next section of this chapter.

Recommended Official Plan Policy

177 In support of the policy of intensification and where appropriate in terms of the other policies and objectives of this Plan, Council will seek to achieve a balanced pattern of development growth based on an assumed average annual rate of office space absorption of 128 000 square metres and a targeted average annual rate of housing production of 3,500 additional units in the Central Area during the period extending to the year 2001. The continued appropriateness of these average annual rates of office space absorption and increased housing production will be the subject of Quinquennial Reviews and, as a result of such reviews, Council may amend this Plan to ensure that an appropriate balance of commercial and residential growth in the Central Area is maintained or restored.

Explanation

The intensification policy proposed above is consistent with a number of other policy objectives of the proposed Plan, in particular:

i) The Preferred Scenario is consistent with the continued support of the Metro policy of deconcentrating commercial development from downtown Toronto to designated suburban centres, and with the overall policy of intensification at the Greater Toronto Area level. Intensification averts the problems of urban sprawl.

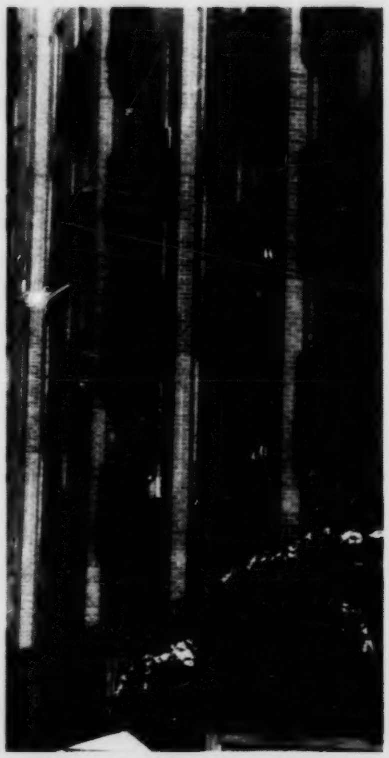
ii) The Preferred Scenario is consistent with the environmental and quality of life objectives proposed for the Plan, particularly with respect to reducing energy needs and dependency on automobiles.

iii) The Preferred Scenario is consistent with the strategy of relying solely on public transit to accommodate any future increases in vehicle passenger trips made to, from, and within, the Central Area during rush-hours.

iv) The Preferred Scenario confirms the appropriateness of encouraging more housing in the Central Area. It is clear from the nexus relationship that the encouragement of housing is not just an element of social policy. Housing is also the key element in achieving the balance among the three land use/transportation planning goals described earlier.

Recommended Official Plan Policy

178 It is the policy of Council, subject to the other policies and objectives of this Plan, to encourage housing development in the Central Area to, among other things, substitute for the need to build costly additions to the transportation system to bring more commuters into and out of the Central Area. In support of this position, Council urges other levels of government to give greater consideration to redirecting funding away from financing increases in peak-period transportation capacity and towards building more housing in the Central Area as a means of both providing more homes and reducing the need for long-distance commuting.



Housing is a substitute for costly transportation improvements.

Explanation

As noted earlier, the nexus relationship suggests that the increase of 20,800 housing units in the Central Area Cordon over the 1975–1989 period has reduced the demand for peak-period inbound-trips by 25,000. Current cordon count data indicate that approximately 50 percent of the three-hour peak-period trips are made in the single peak-hour, which means this increase in housing may be presumed to have reduced peak-hour cordon crossings by about 12,500 trips. Approximately one-third of peak-hour inbound-trips are by automobile and each automobile currently averages about 1.3 occupants. From these figures, it seems reasonable to conclude that the 1975–1989 increase in the Central Area housing stock has reduced the demand for inbound, peak-hour automobile trips by about 3,200 daily, which is the equivalent of over three inbound lanes of arterial road capacity across the cordon. An additional 8,300 or so peak-hour inbound-trips by public transit have also been saved. Consequently, the increase in Central Area housing has averted the need for costly road and transit improvements over the last 15 years. These transportation benefits are seldom attributed to housing, yet they serve to underscore the value of increasing the local supply of housing as a means of offsetting the need for additional Central Area transportation capacity.

A recent Toronto-area travel survey has found that the average automobile trip-length for trips throughout the day into the Central Area is 12.4 km. By contrast, Central Area residents make automobile trips for all purposes with an average length of only 9.3 km. Because far fewer Central Area residents than others drive to work, and because the difference in work-trip lengths between Central Area residents and outside commuters to the Central Area is undoubtedly much larger than the difference between the 12.4 and 9.3 km for all types of trips, these data do not enable us to calculate precisely the length of additional roadway that might have been required if downtown housing growth had not reduced trip demand, nor to calculate the increase in automobile mileage that might have taken place. A very conservative estimate of the net distance saved for each automobile-trip reduction across the cordon would be five km. This can be translated into a net savings of five km of six lanes (three inbound and three outbound) of road capacity for peak-hour use, and a savings of approximately 60,000 km a day in the use of automobiles over the morning and evening extended rush-periods.

It is evident that residential intensification in the Central Area between 1975 and 1989 has resulted in substantial benefits in the form of reduced requirements for transportation infrastructure and reduced automobile use. A significant portion of these benefits have accrued to the public generally and not just to those who made the decision to move into the Central Area. Assuming that similar benefits would occur from more people living in the Central Area, a strong argument can be made for increasing public investment in Central Area housing, over and above the amount of public subsidy that is likely to be made available for socially-desirable assisted housing.

Finally, as indicated in the proposed policy statement, the nexus relationship shows how government investment in providing additional housing can provide a solution to emerging transportation problems in the Central Area and how, for example, the transportation funds from such sources as the Province's recently introduced "Commercial Concentration Tax" might be better spent on subsidizing new housing construction than on building new road or transit facilities.

6.1.3
TWO RELATED ISSUES: FISCAL IMPACTS; STABILITY OF THE NEXUS RELATIONSHIP

Intensification requires that the proportion of residential growth in the Central Area be increased to provide a better future balance between local housing and employment opportunities. From a narrow accounting perspective, this approach might lead to concerns over a possible shift in the local tax base that would work to the City's disadvantage, since commercial development generally contributes more tax revenue than residential development does. However, from a broader, societal viewpoint, it is clear that an intensified pattern of urban development is more economically-efficient and environmentally sound than urban sprawl. People have to be housed somewhere, and it makes more sense to increase the potential for them to live close to where they work, by implementing intensification policies that are aimed at putting housing and job opportunities closer together. As noted above, in terms of transportation costs alone, it has been estimated that the increase in Central Area housing over the 1975–1989 period has reduced the need for three inbound and three outbound lanes of arterial traffic; has saved over 60,000 kilometres of peak-period auto use a day; and has reduced peak-hour transit loads by approximately 8,400 passengers. These figures provide a strong argument for additional public investment in Central Area housing. Finally, the intensification policy proposed for the new Plan does not encourage housing in the Central Area at the expense of office development. Housing intensification is premised on there being a positive rate of office growth that will adequately maintain the City's tax base.

As noted earlier, intensification means more people living and working in the Central Area, which presents a challenge in framing the policies for the new Plan to ensure that we build liveable communities and a high quality work environment. For the nexus relationship to work successfully, we need to provide a good match between the homes being built and the jobs being created downtown. The stability of the match we have measured to date depends on the extent to which past trends in the demographic and lifestyle characteristics of downtown residents will persist into the near future. With the entire "baby boom" generation now having entered their working years, we might expect, for example, to see the working proportion of the resident population increase somewhat less rapidly than it has in recent years. Other factors, however, might operate to increase this proportion. For example, the labour force participation rate of women might continue to rise further, and a growing residential sector in the Central Area of a City like Toronto might be increasingly attractive to households with a high proportion of working members.

These considerations emphasize the need to carefully monitor future changes in the housing stock, the characteristics of Central Area residents, and the types of office jobs being created in the downtown. This could be accomplished through further surveys like the Central Area Residents' Survey which was conducted for this Cityplan '91 review, and should form a part of the Quinquennial reviews discussed earlier.

6.2
FUTURE TRANSPORTATION PLANNING

6.2.1
BACKGROUND

6.2.1.1
Past Policies

As discussed earlier, the current Official Plan policies discourage measures that would facilitate further automobile commuting to the Central Area, and give support to increasing the use of transit, up to the point at which it would require the addition of new subway lines into the downtown. The current Plan opposes any new subways lines into the downtown. These policies were adopted in 1976 as part of the broader policy of promoting a pattern of deconcentrated growth in the Metro area.

However, a number of improvements have been made to the transportation system serving the Central Area over the last 15 years. Most notable has been the continued incremental expansion of GO Rail services into Union Station. In fact, Union Station has now become one of the major peak-period congestion spots in the Central Area. The Spadina subway line was opened in 1978, although this facility adds no additional transit capacity south of Bloor Street. The only other major addition to the TTC route network is the recently opened Harbourfront Light Rapid Transit (LRT) line but, again, this line has not added to transit capacity into the Central Area. As part of the development plans for the Railway Lands, a new local road system has been built in the area, including the rebuilding of the Spadina Avenue Bridge with provision for the future reintroduction of streetcar service along this street.

The City has adopted a number of traffic management measures to make better use of the existing road system. In 1981, the parking requirements for office developments were significantly lowered in order to reduce the future growth of parking spaces in the Central Area and to balance the future parking supply with the available capacity of the road system to serve it. Also, with relatively fewer parking spaces being provided, their use is expected to shift increasingly from all-day commuter parking to short-term parking, which is generally more profitable for the operators. In response to growing concerns about on-street parking and loading problems in the Central Area, the City established the Parking Enforcement Sub-Committee in 1988 to tackle these problems. As a result, the enforcement of traffic regulations has been significantly increased by a number of means, including using TTC inspectors to help enforce the rules and instituting a stepped-up tow-away program. Also, restrictions against parking and stopping during rush-hours have been extended to apply to longer periods of the day.

As noted in an earlier section of this chapter, traffic figures for the numbers of people and vehicles coming into the Central Area suggest that peak-period increases have not been as dramatic as the growth of office development might lead some people to think. For example, the data show that 1981 was the peak year so far for ridership on the Yonge subway line, which suggests that conditions at the crowded Bloor/Yonge station are little different today than they were 10 years ago. However, problems of reliability and increasing delays on the subway may have caused passengers to feel more crowded even though their numbers are relatively unchanged. Similarly, the diversification of activities in the Central Area has led to more trips of varying types (shopping, school, recreational, etc.) being made throughout the entire day. As a result, it has become increasingly hard to know just when the off-peak periods are. This situation is sometimes compounded by reductions in transit service in the off-peak periods and the fact that traffic regulations designed to speed the flow of traffic are applied less outside the traditional peak periods.

6.2.1.2
Current Issues

Although the figures may suggest that the Central Area traffic system is coping with the travel demands placed upon it, many people are far from happy with the present situation, and there are even greater concerns about the system's ability to handle the additional demands of future office employment growth. As noted earlier, *Cityplan '91 Background Report No. 12: Toronto Speaks*, indicates that transportation issues were the major concern of the more than 2,600 people who responded to a Cityplan '91 questionnaire about City living. A prevalent theme in these responses was the need to improve public transit services. Although some 10 percent of respondents favoured expanding the Central Area road system, many more supported imposing restrictions on the use of the car to alleviate congestion. The questionnaires also revealed a strong public interest in environmental quality, which reinforced the generally pro-transit position of the respondents and led numerous others to suggest additional measures to encourage environmentally friendly bike and walk trips as a means of travel in the crowded Central Area.

The various written submissions presented in *Cityplan '91 Background Reports Nos. 3 and 4, Planning Toronto's Future: A Compendium of Community Views*, reveal a broadly similar set of concerns and proposed solutions to those described in the *Toronto Speaks* report. Of course, there is not complete agreement on how to tackle the Central Area's transportation problems. The Cityplan '91 Task Force took into consideration all these various viewpoints in formulating its Report on *Goals and Principles For A New Official Plan*, which was sent to City Council for its approval in August 1990. Basically, the Task Force report recommended strategies aimed at encouraging people to take transit, bicycle or walk, and at discouraging the use of the car, particularly for travelling to and from work, in the Central Area. The Task Force adopted a similar approach to the 1976 Central Area Plan: it recommended that no major rapid transit lines be built into the Central Area, and favoured improving rapid transit access to the planned regional sub-centres in order to encourage the deconcentration of future growth. However, in its only amendment to the Task Force's entire set of recommendations, City Council voted to remove this proviso and indicated that "... it (Council) does not wish at this time to foreclose the possibility of major Central Area transit infrastructure improvements". The proposals in this chapter follow Council's direction.

It is clear from the experience gained to date in the Cityplan '91 review process that there is a wide range of transportation planning concerns affecting the future of the Central Area. The 1976 Central Area Plan focused heavily on the question of how to accommodate the peak-period commuting demands associated with the increased office development and employment growth. There were other areas of concern, such as the design of a better downtown pedestrian environment, but they were not as well articulated or forcefully presented as they are today.

Perhaps the biggest change since 1976 has been a growing awareness of environmental issues which, from a transportation planning perspective, is leading to a profound reassessment of the role of the car in urban areas. The private car is now recognized as the largest direct contributor to urban air pollution. Moreover, its widespread use has led to a sprawling, inefficient pattern of urban development. In response to concerns over air pollution, City Council recently adopted a policy of reducing carbon dioxide emissions by 20 percent from 1988 levels by the year 2005. This reduction, in turn, implies a reduction in car use. The City's Healthy City Office is currently preparing a major report, entitled *Reconsidering the Automobile: A Municipal Strategy*, which will put forward ideas on how to create a more liveable City by reducing traffic and air pollution.

Considerable debate continues to swirl over how to make better use of the City's existing street system and how best to accommodate the competing demands of the various users (transit vehicles, private cars, taxis, trucks, courier vehicles, emergency vehicles, bicycles and pedestrians) for this scarce road space. Increasing support seems to be growing for giving greater priority to transit vehicles on Central Area streets, and undertaking measures to improve sidewalk conditions for pedestrians.

With respect to transit, there are several proposals for new or extended TTC and GO services to serve the Central Area. There is also continued pressure for better fare and service integration between these two transit authorities, as well as improved access for the elderly and people with disabilities to all forms of public transit (including taxis). New TTC routes within the Central Area include the proposals for the introduction of streetcar service on Spadina Avenue, and a westerly extension of the Harbourfront streetcar or LRT line. GO Transit is considering putting additional trains on a number of its existing rail routes into Union Station.

With the Central Area's growing attractiveness as a residential, retail and recreational area, traffic and parking problems are no longer limited to just the peak- or rush-hour periods; in some locations, they extend into other parts of the day and other days of the week. Examples of such off-peak congestion can be found during summer week-ends in the Harbourfront area, or during the mid-day periods around Kensington Market, and along sections of Spadina Avenue. These situations add to the need for better traffic management measures in the Central Area.

As noted elsewhere, a number of transportation planning initiatives and studies have been undertaken since the time of the 1976 Central Area Plan. The 1981 and 1986 *Quinquennial Reviews*, and the annual reports of the *Central Area Monitoring Program* (CAMP), provide a history of these initiatives, and make clear the point that there are a variety of governments and agencies involved in transportation planning for the Central Area. The City has essentially been a commentator on such major studies as the *Accelerated Rapid Transit Study* (1982), the *GO-ALRT Study* (1982), the *Central Waterfront Transportation Study* (1983), and *Network 2011* (1985), which were all studies conducted by Metro and the Province.

Today, Metro and the Province are involved in a similar array of major planning studies that may

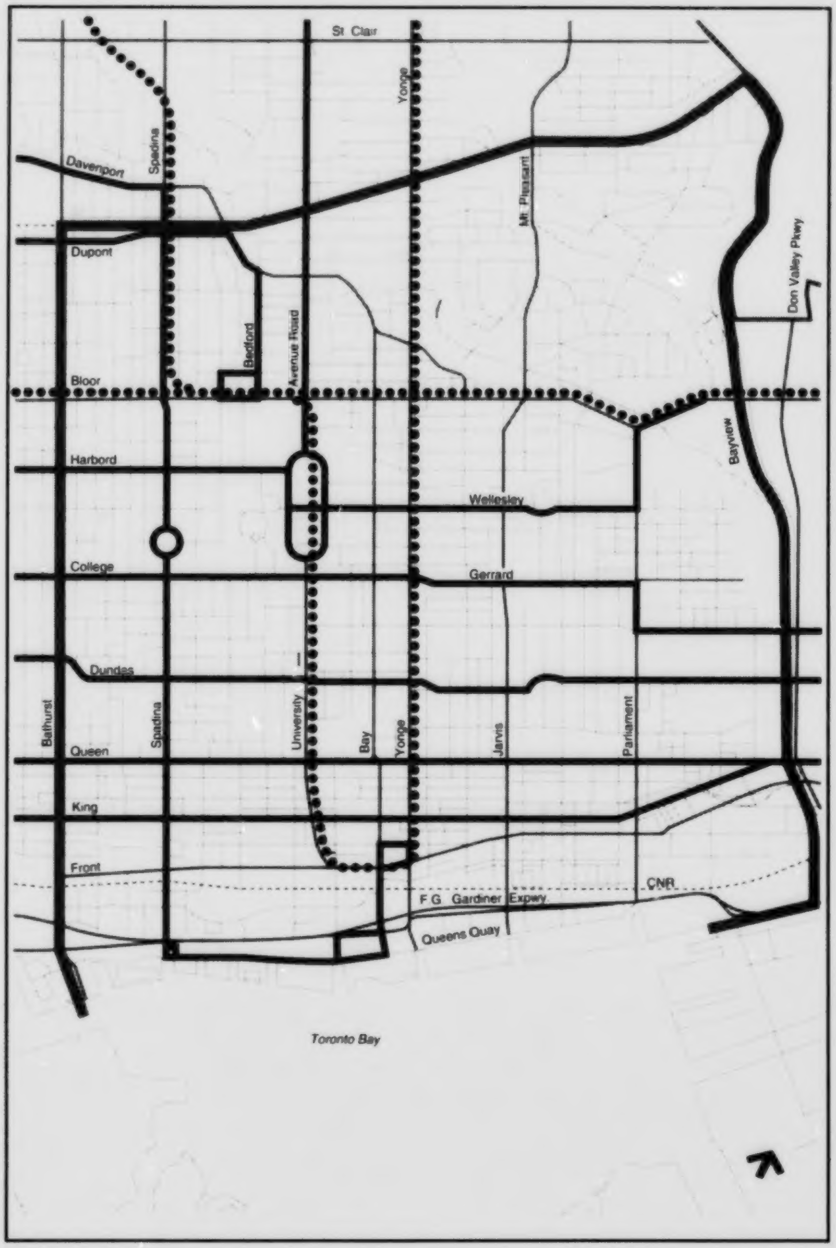
Map 6.1

Principal TTC Routes that Cross the Central Area Cordon Boundary

▬ The Central Area Cordon

▬ Surface Routes

●●●●● Subway Routes


St Clair
Yonge
Spadina
Davenport
Mt. Pleasant
Dupont
Don Valley Pkwy
Bedford
Avenue Road
Bloor
Bayview
Harbord
Wellesley
College
Gerrard
Dundas
Bathurst
Spadina
University
Bay
Yonge
Jarvis
Parliament
Queen
King
Front
CNR
F.G. Gardiner Expwy.
Queens Quay
Toronto Bay

have an impact on transportation planning for the Central Area. The Province recently established the Office of The Greater Toronto Area to look at future planning for the entire Metro region. Based on the results of consultant studies which were presented in the *Urban Structure Concepts* (June 1990) report, the GTA Office has identified three basic alternative urban forms for the region (Spread, Central, and Nodal), each having its own unique transportation implications for the City's Central Area. These three options are discussed in *Cityplan '91 Background Report No. 13: The City in The Region*. The Province is also continuing to consider the planning implications of its May 1988 announcement, "Transportation Directions", and of the more recent, April 1990, "Let's Move" announcement. Together, these combine to present a long-term, multi-billion dollar package of proposed road and transit improvements for the entire GTA, including the Central Area.

On the strength of the "Let's Move" initiative, TTC staff quickly reacted to establish their "Let's Do It" program, which has resulted in the commissioning of seven consultant studies of proposed rapid transit lines in Metro, including the westerly extension of the Harbourfront LRT line in the Central Area. Metro Council has also recently commissioned a consultant to conduct *The Metropolitan Toronto Long Range Rapid Transit Network Study*, which is a major policy review designed to identify the rapid transit facilities required to serve Metropolitan Toronto over the next 20-plus years. The study will be used both to quantify and detail the impacts of the Provincial "Let's Move" initiative, and to provide input into the current Metropolitan Official Plan Review. As a part of their Official Plan Review, Metro staff have already published two background reports on *Central Area Transportation Issues* (August 1988) and *Metropolitan Roads* (August 1989).

Other levels of government are also involved in a number of transportation studies that are more directly related to the Central Area. For example:

- Metro/TTC are proceeding with an Environmental Assessment and Official Plan Amendment hearing for the proposed Spadina LRT or streetcar line.

- GO Transit is conducting a series of studies on upgrading and expanding certain rail routes.

- The Royal Commission On The Future Of The Toronto Waterfront is studying the possible removal of the central elevated section of the Gardiner Expressway.

- Metro staff are studying a number of proposals to increase the capacity of the road system serving the Central Area, including the Front Street Extension, the widening of the Gardiner Expressway (between the Humber River and Strachan Avenue) and the Leslie Street Extension.

- A number of agencies, including the Province, Metro and the City are studying the future transportation capacity requirements of Union Station.

In addition, the City is undertaking or sponsoring a number of Central Area transportation studies. For example:

- The City is sponsoring the work of the Gardiner Expressway Task Force, which is assessing design options for reducing the barrier effects created by the Gardiner/Lakeshore corridor which separates the City from its Waterfront.

- As mentioned above, the Healthy City Office is examining strategies to reduce traffic levels and air pollution in the Central Area.

- The City has commissioned a consultant study to examine possible future options for the Toronto Island Airport.

- The City has commissioned a consultant study of possible east-west bicycle routes across the Central Area.

- The City has commissioned a consultant study of the factors influencing the decisions of Central Area commuters to travel to work by auto or transit, with particular emphasis being given to the effects of parking availability.

- The City has introduced and is studying the Bay Street "Urban Clearway" concept and is looking at other possible surface transit priority measures.

- The City is developing a response to the TTC's report *Choices For The Future* (August 1989) regarding improved transit services for disabled and elderly persons.

- The City continues to be involved in a number of local area traffic studies and project-related studies in the Central Area (such as the recently approved *Annex Area Transportation Study* and the study of the transportation needs of the Ataratiri project).

The above list of current transportation studies and initiatives is not intended to be complete or thoroughly exhaustive, but rather is provided to give an indication of the broad range of planning activities related to Central Area transportation issues that might be going on at any one time in the City and among the other levels of government and various agencies involved. Obviously, a major review, such as the Cityplan '91 process, does not take place in a policy vacuum, and the formulation of new transportation planning policies for the Central Area needs to be based on an awareness of both where we are and where we have come from. Also, in reducing the findings of the Cityplan '91 review to a series of Official Plan statements, the aim should be to develop statements of broad policy intent that are clear and easy to read, providing a simple picture of where the City's future path of growth is headed. Detailed aspects of policy implementation should be left, wherever possible, to other planning controls and legislative devices such as Zoning by-laws and Development Agreements.

In the field of transportation planning, as in so many other policy areas discussed in this Report, the City has little direct control over the major elements involved. Transit services in the City are provided by the TTC, which is under Metro control, and by GO Transit, which is under Provincial control. The major arterial streets and expressways, as well as all traffic signals and pedestrian crosswalks, are largely under Metro (and some Provincial) control. None of the funds for these transit and major road facilities come directly from the City's budget. The City is left with control of local streets and sidewalks and, through the Parking Authority of Toronto, has influence over about one-fifth of the Central Area's off-street parking supply.

This contrasts with the high degree of local control that the City has over land use planning matters. However, land use and transportation planning are intimately related, whatever the jurisdictional divisions may be. The City's new Official Plan, therefore, must go beyond its narrow jurisdictional base, to comment on and make policy recommendations for all aspects of transportation in the City. Such policies will then become a statement of the City's legitimate interest in transportation matters and, once approved by the Minister of Housing, define the framework for all levels of government and their agencies in planning for the City's future transportation needs. In this context, the City's Official Plan statements on transportation can play a leadership role in pointing the future direction for transportation changes in the City.

6.2.2
DIRECTIONS

6.2.2.1
Travel to the City and the Central Area

The following discussion, and the 11 related policy recommendations, focus on how to deal with any future growth of commuter trips into and out of the Central Area. As noted earlier in this chapter, the growth in these trips is expected to result largely from growth in downtown office space and associated increases in office employment. Peak-period commuter trips from outside the Central Area can be handled basically by transit or auto; walk and bicycle trips, which are discussed later, are more applicable to meeting the internal travel needs of Central Area residents. The following discussion introduces a series of Official Plan statements aimed at encouraging the use of transit for peak-period commuting trips, and limiting the future growth of automobile commuting.

Emphasis on Transit
Recommended Official Plan Policy

179 It is the policy of Council that any growth in trip volumes during the rush-hours in the peak-direction across the Central Area Cordon be accommodated without increases in the number of autos through encouraging a greater use of other modes of travel, principally transit, and by undertaking measures to limit peak-period auto volumes where appropriate.

Proposals in this report are aimed at limiting long distance automobile commuting.

Explanation

The Preferred Development Scenario discussed earlier (based on an average annual office space absorption rate of 128 000 square metres and an average annual housing production rate of 3,500 units) results in only relatively modest increases in peak-period (three-hour) inbound-trips to the Central Area. Under this scenario, it is estimated that by the year 2001 there will be an additional 10,600 trips, and by the year 2011 a further 9,200 trips will be added, for total increases of 3.3 percent and 6.2 percent respectively over the 1989 base figure of 318,400 peak-period inbound-trips. In this context, it is not unrealistic to suggest that future increases in commuting levels can be handled by non-auto modes of travel, principally transit.

Since the time of the 1976 Plan, peak-period volumes of auto passengers travelling into and out of the Central Area have remained relatively stable. Currently, auto and taxi passengers account for about 33 percent of all such peak-period Central Area trips. Any future increases in commuting levels should continue to be accommodated on surface transit, GO Rail, and by whatever improvements can be made to the existing subway system.

Future Consideration of New Subway
Recommended Official Plan Policy

180 It is the policy of Council that future decisions respecting the addition of major new transit lines of subway-type capacity to serve the Central Area should only be made in the light of full and detailed study once the need for such a line(s) has been adequately established.

Explanation

As noted above, the successful implementation of the proposed intensification policies will provide a better balance between local home and job opportunities. As a result, future increases in commuting levels into and out of the Central Area are expected to be modest. These increases could be accommodated by planned improvements to GO Transit and other possible improvements to the existing TTC routes (surface and subway) serving the Central Area. Consequently, on the basis of the peak-period trip projections associated with the Preferred Development Scenario, we do not feel that a major new subway line into the Central Area will be required.

If the housing targets are not achieved, or an imbalance between office production and housing production is allowed to arise, then there might be greater trip increases than expected under the Preferred Development Scenario. For the time being, however, given current trends and the anticipated effects of the policies of this Plan, it does not seem that the City has to make any decision regarding the addition of a major new transit line to serve the Central Area. Neither is such a decision being called for on the basis of any current planning studies, though the idea of adding a "relief line" has been debated in the past, and some sectors of the public clearly feel that the downtown subway system should be expanded.

Adding a new line to the downtown subway system would benefit existing riders, attract some new riders to transit, and enable the City to take a firmer position on reducing the use of the car. On the other hand, a new subway line would be very expensive to build and would take funds away from transit improvement projects elsewhere. Moreover, through the increased access it would provide, it could attract further office development and commercial growth in the Central Area, which would risk compounding, rather than solving, subway congestion.

The question of downtown subway expansion is obviously a major one that can only be resolved on the basis of full and detailed study, and as part of the overall Metropolitan Official Plan. Present Metro planning policies do not give priority to such a downtown transit facility. In keeping with City Council's actions when considering the Report of the Cityplan '91 Task Force, we recommend here that the longer-term option for major Central Area transit improvements not be foreclosed, but that it be considered a matter best left for future study and discussion when, and if, the need for such improvements becomes more apparent. In the meantime, more appropriate transit improvements, as described below, can be pursued.

Subway Improvements
Recommended Official Plan Policy

181 **It is the policy of Council to support appropriate measures to increase the capacity and reliability of the existing TTC subway system.**

Explanation

Metro and the TTC are currently pursuing a number of improvements to the existing subway system. The two transfer stations at St. George and Bloor/Yonge are being upgraded to permit the safer and faster loading and unloading of passengers. The plans for the Bloor/Yonge Station include the possibility of adding a third or middle platform on the Yonge line that would allow passengers to leave by the set of doors on one side of the train, and enter by the doors on the other side. However, it is not known how expensive or feasible this plan might prove to be. There are also plans to link the Spadina and Yonge lines with a northern loop. Apart from providing improved transit access to this part of north Metro, the loop would permit up to three more trains per hour to operate on the Yonge line during the peak-hour. Three more trains would provide capacity for an additional 3,600 peak-hour inbound passengers. This alone is sufficient capacity to handle over half the total peak-hour trip increases associated with the Preferred Development Scenario by the year 2001.

Surface Transit Improvements
Recommended Official Plan Policy

182 **It is the policy of Council to support measures to increase the capacity, enhance the attractiveness and improve the operational efficiency of surface transit (streetcar, trolley and diesel bus) routes serving the Central Area. Such measures should include, but not be limited to, the consideration of:**

i) reserved transit lanes;

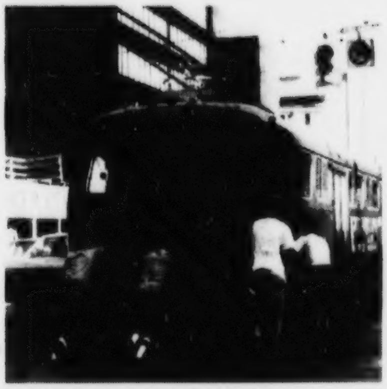
ii) priority for transit vehicles at traffic signals;

iii) improved fare collection methods;

iv) improved access to and shelter at transit stops;

v) premium and express transit services; and

vi) additional routes and connections.


Toronto citizens getting behind transit.

Explanation

The Central Area is served by a number of surface transit routes that can and should be upgraded. During the 1970s, when the City's population was declining, service levels on many routes were cut back and, to some extent, the system has never recovered from these cutbacks despite recent increases in population and the potential for greater ridership. Also, as the Central Area streets have become more congested, the reliability and attractiveness of surface transit has declined. These trends need to be corrected and a more positive and optimistic attitude taken towards the future role of surface transit in the Central Area. The measures listed above indicate the type of actions that can be taken to achieve this transformation.

Indeed, there are already signs that the importance of surface transit is receiving greater recognition. Past studies have tended to overemphasize rapid transit (usually subway) solutions. Today, however, Metro is also taking a comprehensive look at how to make better use of its arterial road system. Surface transit priority measures, therefore, are being given serious consideration not only in the Central Area, but elsewhere in Metro. The City has recently introduced reserved transit lanes on the Bay Street trolley bus route as part of the "Urban Clearway" concept and, if this proves successful, the concept will be extended to other City streets, such as King and Queen Streets, where the streetcars would undoubtedly benefit from some form of priority treatment.

The TTC is currently experimenting with changes to the fare collection methods on the Queen Street streetcar line in the Central Area to see if boarding times (particularly in the evenings when large numbers of riders assemble at the downtown stops) can be speeded up to improve service. If this experiment proves successful, similar changes would be introduced to other downtown surface routes. In 1987, the TTC introduced the Transit Priority Study process which examines selected routes or parts of routes that are experiencing service delays and recommends measures for improving service and operational efficiency. The second report in this study process is shortly to be released by the TTC.

GO Rail and Union Station
Recommended Official Plan Policy

183 **It is the policy of Council to support the expansion of existing GO Rail services to the Central Area and to confirm the primary role of Union Station as a passenger rail facility.**

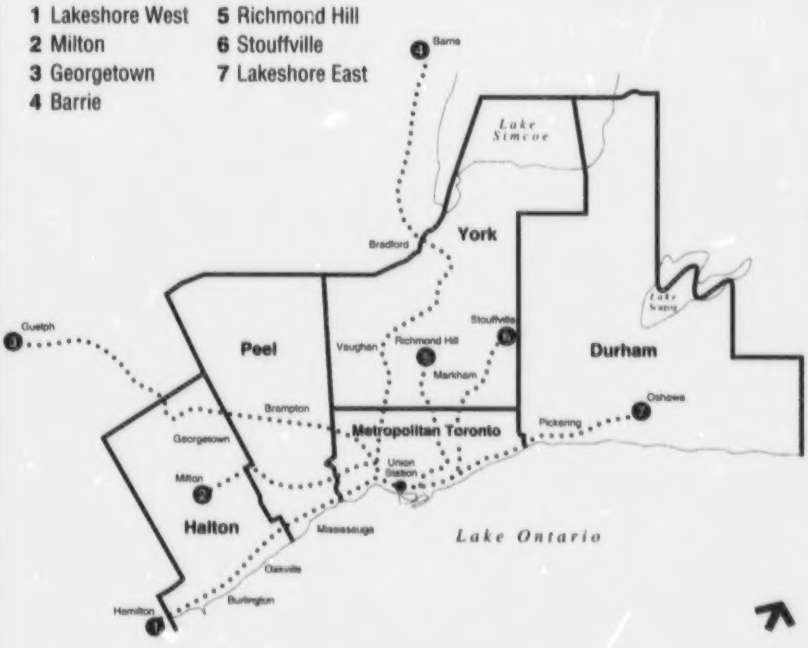
Explanation

A key element in the functioning of the Central Area transportation system over the last 15 years has been the success of the GO Rail system. This system was originally conceived of as a purely commuter service to and from the Central Area, with Union Station being the focal point to which all lines led. However, the GO Rail system has continued to expand incrementally, and the two most heavily used lines, Lakeshore East and Lakeshore West, now provide off-peak and weekend services, together with off-peak weekday service on the Milton line. Peak-period service on the other four GO Rail lines has also expanded and, in some instances, has been enhanced by the introduction of "trailer bus" services to take late departing commuters home in the evening, when rail services are no longer operating.

In 1975, GO Rail brought just over 10,000 passengers into Union Station during the morning three-hour peak. By 1989, this figure had climbed to almost 33,000. As a result, GO Rail's share of peak-period trips has risen from 3.8 percent to 10.3 percent of all trips crossing the Central Area Cordon over the 1975–89 period. GO Transit is currently studying further rail expansions including, for example, adding full-service on the Georgetown, Milton, Richmond Hill, and Stouffville lines, and extending the Richmond Hill and Lakeshore lines. However, past increases in GO Rail ridership and future planned expansions have and will continue to place an increasing burden on the passenger-handling capabilities of Union Station. Over 90 percent of GO Rail trips are destined for Union Station,

Union Station plays a critical role connecting the GO Rail system with the subway and LRT lines.

Map 6.2
Existing GO Rail Services


1 Lakeshore West
2 Milton
3 Georgetown
4 Barrie
5 Richmond Hill
6 Stouffville
7 Lakeshore East
Barrie
Lake Simcoe
Bradford
York
Guelph
Peel
Vaughan
Richmond Hill
Stouffville
Markham
Durham
Lake Scugog
Brampton
Metropolitan Toronto
Pickering
Oshawa
Georgetown
Union Station
Milton
Halton
Mississauga
Lake Ontario
Oakville
Burlington
Hamilton

which also provides an interchange with the busy TTC subway system at this location. The City is currently working with the Province and other government agencies to develop a Master Plan for Union Station, which will recognize the primary role of this facility as a passenger terminal, while ensuring that the station is fully integrated with the new development planned for the surrounding area. Union Station is the hub of the Central Area transportation system and deserves special attention.

Regional Transit Improvements
Recommended Official Plan Policy

184 **It is the policy of Council to encourage greater fare and service integration between the TTC and GO Transit systems and to support a more coordinated approach to the provision of transit services at the regional level.**

Explanation

Until quite recently, the TTC and GO Transit systems ran as very separate, if not competing, transit agencies. There are few GO Rail stations in Metropolitan Toronto and the TTC provides relatively few connecting routes to them. However, it has become clear that there are advantages to running these two systems in a complementary manner in order to provide a wider and more attractive range of trip opportunities for transit riders.

One of the first steps in this direction was the introduction of the "Twin Pass" which offered reduced TTC fares for GO Train riders travelling to Union Station. The lower fares make it more attractive to take the GO Train into the Central Area to travel to points beyond walking distance of Union Station. Its success has led to the extension of the Twin Pass concept to other parts of the GO system. Metro and the Province also have studies underway to look at possible locations for new GO train stations in Metro, and how these and existing stations might be better connected to the TTC route network. For example, negotiations are currently underway to provide a direct connection between the TTC subway and GO transit stations at Dundas Street West and Bloor Street.

Similar problems of fare and service integration are faced by many of the operators of local municipal transit services in the surrounding regions that, with Metro, form the Greater Toronto Area (GTA). Travel patterns reflect no great respect for municipal boundaries. Ideally, transit riders should be able to travel around the GTA as if it were all one big operating system, as is the case in many European cities such as Paris and Frankfurt. However, there are advantages to retaining some degree of local autonomy in the provision of transit services in order to ensure that local services can be tailored better to meet local needs and budgets. In view of this, we recommend here that some type of "union" of transit operators be formed at the GTA level to ensure the proper coordination of regional transit services, while at the same time protecting local control of local services.

York Region

Coordinated fares and schedules between the Region's different transit systems are a must to boost ridership.

"Transportation Gateways" in the GTA
Recommended Official Plan Policy

185 It is the policy of Council to support the Provincial initiative to promote the development of "transportation gateways" in selected locations throughout the Greater Toronto Area (GTA) to act as focal points in the regional transportation network which serve to attract people to and distribute them from major transit facilities and thereby encourage a greater overall use of transit by people travelling within and between regions in the GTA, including the City's Central Area.

Explanation

As part of the package of policies to integrate regional transit services better and to promote an overall increase in the level of transit use throughout the GTA, the Province has given support to the concept of developing "transportation gateways". Gateways are selected points on the regional transportation network where existing or proposed transportation facilities converge to provide opportunities for people to transfer their mode of travel between private auto and some form of rapid transit (GO Train, subway or RT). The idea is to develop these focal points on the regional transit system in order to achieve the optimum effectiveness and integration of the transportation network, and to give support to local development objectives. Examples of existing gateways,

Existing rail lines could form the basis of an efficient commuter system.

accessible by both major road and transit routes, can be found at Finch/Yonge and Kipling on terminal points of the subway system, and at Yorkdale and Scarborough Town Centre. Among the advantages of the gateway concept is the support it gives to encouraging long-distance commuters to the Central Area who do not have good local transit access at the home end of their trip to drive to a suburban rapid transit station, park the car, and then travel by transit into and out of the Central Area. Clearly, measures designed to intercept auto commuters before they reach the City and the congested downtown area deserve support. In its current studies, the Province has identified 66 potential gateway sites in the GTA.

Developing A Regional Passenger Rail System
Recommended Official Plan Policy

186 **It is the policy of Council to support measures to eventually achieve a greater use of the existing rail corridors in the Greater Toronto Area for passenger rather than freight movement.**

Explanation

Many people have observed, looking at a map of the Metropolitan area, that it is crisscrossed by rail lines, some of which seem quite underused. These rail corridors are owned and operated by Canadian National and Canadian Pacific Railways, which are in the business of moving freight cargo, not people. As a result, GO Transit, which moves people, only rents the right to use the tracks for passenger purposes from the railway companies, which continue to put the interests of freight movement first. There is an obvious long-term opportunity to improve transit service dramatically at the Metro or regional level, if greater priority for the use of these rail lines could be given to passenger travel. A truly inter-urban passenger rail system could be developed along European lines. Such a system would no longer be primarily oriented to servicing peak-period flows into downtown Union Station, but could be developed to service the whole GTA for a wide range of trips, throughout all periods of the day and week. With such an inter-city rail system in place, policies to control auto use at the GTA level could be more seriously and effectively pursued.

With the successful implementation of the Central Area intensification policies and the improvements to transit (TTC and GO) recommended above, it should prove possible to accommodate future commuter growth without an increase in auto use. Consequently, we recommend that the current Official Plan policy on commuting by car be reaffirmed: i.e., "... to discourage further measures which would facilitate the use of automobiles for commuting into the Central Core."

Gardiner Expressway Dismantling Study
Recommended Official Plan Policy

187 **It is the policy of Council to support and cooperate in the study of the transportation, land use and economic implications of the proposal to dismantle the elevated, central section of the F. G. Gardiner Expressway.**

Explanation

The Royal Commission on the Future of Toronto's Waterfront has recommended that "the elevated section of the Gardiner-Lakeshore Expressway should be taken down, in a phased program, over the next 20 years." The Commission aims to produce an "integrated dismantling/ transportation plan" by the end of May 1991. Clearly, the removal of the Gardiner, without replacement by another expressway as the Royal Commission recommends, will have a major impact on the Central Area transportation system.

Although, in the absence of further study, it is difficult to recommend approval of this proposal at this time, it would seem, at least in principle, that the removal of the elevated section of the Gardiner Expressway would support, rather than conflict, with the long-term environmental, land use and transportation policies of this plan. In this context, we feel it appropriate for the City to indicate its support for further study of the dismantling proposal.

The removal of the elevated portion of the Gardiner Expressway is being studied.

Limiting Auto Commuting Levels
Recommended Official Plan Policy

188 It is the policy of Council to support the goal of limiting auto commuting levels to present volumes by adopting, where deemed necessary, appropriate measures to control the number of autos used for commuting into and out of the Central Area, giving particular attention to influencing the supply of Central Area parking to achieve this end.

Explanation

In support of the policies to limit auto commuting by promoting transit, limiting road improvements, and reducing travel demands by putting more homes closer to jobs, City Council should, in addition, indicate its willingness to consider other measures to control auto use if necessary. The City, however, has limited jurisdiction over the control of auto traffic levels, so legislative changes would be required to strengthen the City's regulatory powers in this area.

One significant area where the City can exert some influence, through its power of land use control, is in the supply and location of parking being built in conjunction with new Central Area developments. City Council has no direct control over the pricing of the vast majority of off-street parking spaces, which are under private control, but it can influence the price of publicly-provided spaces on City Parking Authority lots, and metered spaces on public streets. City Council has already adopted the Cityplan '91 Task Force's recommendations that parking in the Central Area should be discouraged by measures that include the following:

i) increasing City Parking Authority fees to the market rate in the Central Area and increasing rates to discourage all but brief use of the spaces;

ii) increasing parking meter fees in the Central Area to market levels and extending parking meter hours in selected areas to evenings and weekends;

iii) encouraging the Federal government to remove "free parking" from the list of non-taxable fringe benefits which employers may provide; and

iv) considering a reduction in the required and permitted amount of parking for new developments in the Central Core.

Clearly, parking policy has some influence on whether or not people drive downtown, as was indicated by the downtown worker who lived in a transit-rich part of Toronto, but still drove to work: "I live at Avenue Road and Eglinton, but I have a car allowance and parking. It's convenient to have a car." A carrot and a stick approach would probably be required to pry this type of commuter out of his car: improved transit (the carrot) and more expensive parking (the stick). But just what mixture of policies might work remains to be seen.

A recent consultant study of the factors which determine the modal choice of Central Area commuters (which was undertaken as part of the Cityplan '91 review) provided inconclusive results with respect to the influence of the price and availability of parking on the decisions by individuals to travel to work by auto or transit. The data limitations suggest that further information on Central Area commuters is required before firm conclusions regarding the use of parking controls as a policy instrument to influence modal choice can be drawn. Similarly, any proposals to change the parking requirements for new developments will require further study. However, it remains appropriate for the City to indicate its readiness to consider additional actions to limit auto levels if necessary, with particular attention being given to the supply of parking as the policy instrument most under the City's control.

Ultimately, however, if some of the larger environmental objectives for the Region as a whole are to be achieved, there will have to be a fundamental change in society's attitude towards the use of the auto. To hasten this change, it may prove desirable to introduce some form of "road-pricing strategy" whereby motorists are charged for their use of congested urban roads and highways. It seems clear that governments in the Region will be unable to build all the roads necessary to accommodate the projected traffic increases in the GTA, and that some type of road-rationing measures, other than congestion itself, will be needed. The theory of road-pricing is not new. Although its practical application still remains limited to a few cities (e.g., Hong Kong, Singapore and Stockholm), it is increasingly being regarded as a serious option to combat the growing, and apparently intractable problems of urban traffic congestion. Recent developments in electronics have considerably improved the technology for road-pricing. So other cities, such as London, England, are now looking at the possibility of "selective charging" for the use of roads.

Although present conditions in the Metro area may not yet warrant the introduction of road-pricing measures, projections of future traffic increases suggest that now is the time to begin looking for alternative ways to manage future growth. It appears that for road-pricing to be an effective option, it would have to be introduced on, at least, a Metro-wide scale, and be applied selectively to key roads during peak-periods of use. There are several road-pricing models to choose from. The City should, therefore, recommend to Metro that a joint study be conducted to determine the best approach for the Toronto situation and to outline a feasible time frame for implementation. Such a recommendation will be included in the report on *Reconsidering the Automobile: A Municipal Strategy* which is being prepared by the Healthy City Office, and does not have to be incorporated into a formal Official Plan Statement. Road-pricing is only discussed here for the sake of being comprehensive. Nevertheless, the Official Plan policies proposed in this report are certainly consistent with a recommendation to study future road-pricing options for the Metro area.

Increasing Auto-Occupancy Levels
Recommended Official Plan Policy

189 **It is the policy of Council to promote the more efficient use of the private automobile by supporting measures to increase auto occupancy levels. Such measures should include, but not be limited to, the consideration of:**

i) promoting ride sharing;

ii) promoting reserved lanes for high occupancy vehicles; and

iii) introducing preferential parking arrangements for high occupancy vehicles.

Explanation

Auto-occupancy trends across the Central Area Cordon during the morning and afternoon peak-periods show a steady decline in the number of persons per vehicle over the 1975-89 period. For example, in the morning peak-period, the number of persons per vehicle has fallen from an average of 1.37 in 1975 to 1.24 in 1989. One obvious means of reducing auto travel into the Central Area would be to increase the number of people riding in the same car. The methods for achieving higher auto-occupancy rates are described at length in the Healthy City Office's report on *Reconsidering the Automobile*. These methods include ride-sharing (through the formation of car or van pools); designating reserved lanes for high occupancy vehicles on major roads (as has been suggested for the proposed fourth lane on the Gardiner Expressway), and providing preferential parking arrangements for High Occupancy Vehicles (HOVs). Also, as is pointed out in the report on *Reconsidering the Automobile*, ride-sharing programs work best in areas without good access to public transit. In other areas, ride-sharing programs might attract people away from transit, and result in more autos on the roads, rather than fewer. Consequently, efforts to increase Central Area auto-occupancy rates should be carefully directed towards encouraging drivers to "double up", rather than causing people to switch from transit to auto.

6.2.2.2
Metro Road Proposals for the Central Area

As noted above, Metro is studying a number of proposals to increase the capacity of the road system serving the Central Area. These include the Front Street Extension, Gardiner Expressway Widening and Leslie Street Extension Projects.

The Front Street Extension has already received Provincial approval. This new road will provide an additional connection to the Gardiner Expressway to and from the West, and will help reduce congestion on the existing York Street and Spadina Avenue ramps to the expressway. The Front Street Extension also provides direct access to the Railway Lands development and will improve traffic flows in this area. As such, the Extension is not designed to add directly to the capacity of the regional road system, but is rather aimed at improving road access within the Central Area. The City has asked Metro to reconsider the design of the Front Street Extension in light of proposals to realign the rail corridors in the Strachan Avenue/Liberty Street area. These rail realignments would allow the Front Street Extension to be built at less cost, as a largely at grade structure that could be extended all the way over to Dufferin Street as part of the regular street network, rather than being built as an elongated expressway ramp. Metro is currently considering the City's request.

The Front Street Extension could also be a key element in any plans to eventually dismantle the elevated central section of the Gardiner Expressway. This elevated section of the expressway begins around Dufferin Street in the West. If it were decided to terminate or bring the expressway down to grade level as an arterial road at this point, the Front Street Extension would provide a valuable extension, or alternative route, for local road traffic headed to and from the Central Area.

Metro is still studying the proposal to widen the Gardiner Expressway from three to four lanes in each direction between Strachan Avenue (where the Front Street Extension is currently planned to connect) and the Humber River. However, the study of the Humber Section of this widening has been accelerated because of the serious structural deterioration of the bridges that carry the Expressway, Lakeshore Boulevard and the connecting ramps over the Humber River. After a great deal of public discussion, Metro has just completed and approved the Environmental Assessment for the Humber Section of the project, and all the alternative bridge designs make provision for an additional lane in each direction on the Gardiner Expressway. The widening of the remaining section eastward to Strachan Avenue continues to be the subject of a separate ongoing Environmental Assessment Study. Among the proposals for this widening is the suggestion that the additional lanes only be used by High Occupancy Vehicles, such as buses, taxis and private autos with passengers. In a similar case outside the City of Toronto, Metro Council recently approved the widening of Don Mills Road on the condition that the additional lanes be used only by HOVs.

Metro has also recently completed an Environmental Assessment for the proposed Leslie Street Extension, while the City of Toronto has retained outside consultants to oppose the approval of this road facility. The City has recommended that transit alternatives be studied as potential options for increasing transportation capacity in the Don Valley corridor. The Leslie Street Extension itself is just outside of the City's boundaries, and adds no direct increase in road capacity into the Central Area. However, Metro has acquired the necessary additional right-of-way to add a third lane on lower Bayview Avenue south of River Street, which could provide an attractive downtown route for traffic connecting from the Leslie Street Extension to the north. In any event, the Leslie Street Extension would be a costly piece of road to build (over $140 million). Whether this is a most cost-effective use of scarce transportation funds remains a major unanswered question.

The policies recommended in this Plan do not prejudice the City's position on any of the road projects discussed above. Each of these projects has its own history and rationale. The Front Street Extension, in one form or another, is already approved, while the Gardiner widening and the Leslie Street Extension proposals are in the late stages of study. The Royal Commission proposal to remove the elevated section of the Gardiner Expressway is still largely at the idea stage. City Council should judge each of these projects on their individual merit with regard to the broader policies enunciated in this Plan.

6.2.2.3
Future Transit Capacity Increases into the Central Area

The transportation policies of this Plan are directed, in part, to encouraging the attractiveness and increasing the capacity of certain transit services that carry commuters into and out of the Central Area, while keeping the capacity of the road system for auto commuting at, or below, present levels. Improvements to existing GO rail and subway services are supported along with measures to increase the capacity and expand the usefulness of the TTC's surface transit system (streetcars, trolleys and buses) in bringing people into and out of the Central Area. These initiatives are broadly consistent with the current policies of both the Provincial and Metro levels of government.

GO Transit is currently looking at plans to increase the capacity of certain peak-period routes into Union Station by a combination of increased service frequency and bigger or longer (10- and 12-car) trains. These changes will require improvements to Union Station. However, overall capacity increases of over 50 percent might be achieved on the existing GO Rail network, which could result in over 20,000 additional seats into and out of Union Station during the two-hour peak-period by early in the next century. This 20,000 figure can only be taken as a rough estimate of what is feasible as the actual number will depend on a lot of unknowns such as the level of demand for future GO Train services and where the new riders originate from, the commitment to expand and fund service expansions and the ability to make the necessary changes to Union Station.

As noted above, the TTC is proposing a number of improvements to the existing subway system. Particularly significant are the proposals to improve the design of the Bloor/Yonge and St. George stations, and to link the Yonge and Spadina lines with a northern loop. These improvements could allow up to an 11 percent increase in the combined capacity of the Yonge-University lines (or 3,600 passengers per hour in the peak-direction on each line) south of Bloor Street. Also, if conditions warrant, TTC surface routes serving the Central Area could be incrementally expanded to carry higher passenger loads. With more people expected to be living and working in the Central Area, the policies of this Plan aim to see such improvements being made to the streetcar, trolley and bus routes to improve travel conditions for local residents and others travelling to the Central Area from elsewhere in the City or from neighbouring municipalities.

To the extent that any of these potential increases in peak-period transit capacity (on existing GO Train, existing subway or surface transit services) occur, the necessity, from a transportation viewpoint, of achieving the average annual housing target of 3,500 new units in the Central Area will, in part, be reduced. For example, the preceding discussion suggests that there will, or could be, more than ample increases in transit capacity to offset the anticipated net increase of 10,600 peak-period trips by the year 2001 associated with the preferred development scenario. If the types of capacity increases described above are achieved, then the housing figure could fall to an average of 2,000 additional units a year without the need for a major new subway line or additional road capacity into the Central Area being expected to materialize. Thus, there seems to be some leeway in the achievement of the housing target in terms of its mitigating impacts on the transportation system, since there will likely be, in any event, some significant improvements to Central Area transit capacity over the forthcoming years.

(Of course, alternatively, if the housing target of 3,500 units is achieved, the addition of peak-period transit capacity would simply mean, on the basis of the nexus relationship, that a higher rate of average annual office space absorption than the 128 000 square metres assumed in the preferred development scenario could be accommodated within the framework of the transportation policies of this Plan.)

6.2.2.4
Travel within the Central Area

The following discussion and eight recommended policies focus on ways to improve travel within the Central Area itself. As this Report emphasizes, the success of the intensification policy depends upon the City being able to plan and build both liveable communities and high quality work environments in the Central Area. Transportation is a key element in these endeavours. Demands for improved environmental quality and better local access will require adaptations to the local, as well as regional, transportation system.

Of course, planning for local transportation needs and the planning for regional transportation needs cannot be considered as separate exercises. The two efforts should combine to provide a single set of complementary and mutually-reinforcing transportation policies. For example, the policy of limiting the growth of peak-period regional auto commuting supports the objective of improving the environmental quality of the Central Area, by reducing congestion and automobile pollution; and the complementary policy of enhancing the attractiveness of surface transit routes serving the downtown area also brings environmental benefits to residents both inside and outside the Central Area.

Great care has been taken to ensure that the Official Plan statements recommended in this report achieve this sort of consistency, both within individual policy areas, like "transportation", and across diverse policy areas, like "transportation" and "housing" and "the environment".

Bicycles have become an increasingly effective vehicle for deliveries in the City core.

Auto Reduction and the Quality of Life
Recommended Official Plan Policy

190 **It is the policy of Council to enhance the quality of life in the Central Area by supporting, in principle, the objective of reducing the overall use of the conventional private automobile from present-day levels and to take appropriate measures towards this end as acceptable auto reduction strategies are developed.**

Explanation

Housing intensification will increase the number of people living and working in the Central Area and will generally diversify downtown life. As these activity levels increase and other forms of transportation (public transit, cycling and walking) become more attractive alternatives, the wisdom of continuing to rely so heavily on the automobile has to be seriously questioned. Of all the forms of urban transportation, the auto is the most wasteful user of urban space (for roads and parking), and contributes the most to congestion and pollution. In fact, as the responses to the various Cityplan '91 surveys and focus groups indicate, many Torontonians consider the auto to be alien to a truly urban environment, and are willing, as one respondent wrote, to "slowly put the squeeze on cars in downtown".

However, the question of whether an absolute reduction in auto use in the Central Area can be realistically achieved remains to be answered. As New York transportation planner Samuel Schwartz commented at the Cityplan '91 Forum, "the motorist is a very stubborn person." Moreover, we still do not know what proportion of current Central Area auto use could be considered "unnecessary" or potentially divertible to other modes of travel. Nor do we know the extent to which motorists might have to be forced, rather than induced, to lessen their use of the auto. A technical study team, formed under the auspices of the Toronto Healthy City Office, is currently addressing these and other questions related to auto reduction strategies. The team's initial findings will be published shortly in the *Reconsidering The Automobile* report referred to earlier. The release of this report promises to be a milestone in this emerging and important debate on the future role of the auto in the Central Area.

Local Surface Transit Priority
Recommended Official Plan Policy

191 It is the policy of Council to enhance and protect the local service aspects of TTC surface routes and Council will oppose measures which, in the pursuit of other broader or regional objectives, undermine local public transit in the Central Area.

Explanation

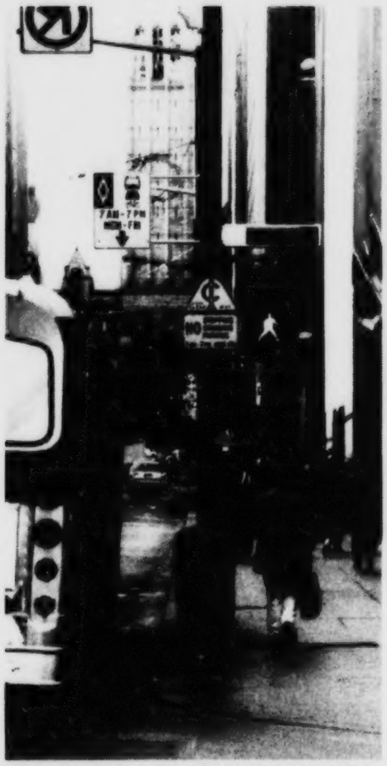
To maintain the attractiveness of a growing Central Area, the quality of local transit services must be enhanced. This report has already mentioned a number of initiatives that have recently been undertaken to improve surface transit routes serving the Central Area. These initiatives have been directed primarily at dealing with peak-period commuting problems. However, as levels of activity within the Central Area intensify, greater demand will arise for good local transit service throughout the area, and throughout the day.

One of the innovative aspects of the Bay Street Urban Clearway relates to this point: the Clearway operates over a 12-hour period (7:00 a.m. to 7:00 p.m.), rather than just during rush-hours. It, therefore, serves not only commuters, but also a wide range of transit users who travel downtown throughout the day.

Opposition arose to the initial proposal for a Spadina LRT line because it failed to serve the day-long needs of the local community. The line was originally designed to provide express, commuter service to the Railway Lands and, in so doing, proposed removing a number of local stops along the route. Interest groups along Spadina Avenue have successfully argued that the local component of the service should not be undermined in favour of speeding commuter traffic through the area, and most of the local stops are now back in the final design proposal, which the City has endorsed in principle.

High-tech, high-cost solutions are not always the best solutions to local transit problems. Nevertheless, because the capital costs of TTC services are subsidized 100 percent by government, the Transit Commission has tended to pursue high-cost, capital-intensive solutions (like subways and LRT lines), and to overlook the more humble, but often equally effective, solutions (like buses and streetcars).

In conclusion, Council should clearly affirm its interest in maintaining and enhancing good local transit service in the densely developed Central Area.


Clearways, like the one on Bay Street, give priority to transit on main roads.

Traffic Management
Recommended Official Plan Policy

192 It is the policy of Council to support traffic management measures designed to make better and more efficient use of the existing Central Area roads and which are aimed primarily at benefiting transit riders, cyclists and pedestrians. Such measures should include, but not be limited to, consideration of:

i) the types of transit priority measures referred to in this Plan;

ii) increased traffic and parking regulations, and enhanced enforcement;

iii) improved traffic signal system;

iv) encouraging the provision of off-street loading and courier facilities;

v) selected intersection improvements;

vi) encouraging walk and cycle trips;

vii) encouraging increased auto occupancy levels;

viii) better driver education; and

ix) improved signage.

Explanation

"There is little doubt that much of the perceived congestion within the City of Toronto today can be attributed to the inefficient use of available road space," Dr. Richard Soberman commented at the Cityplan '91 Forum in May 1989. Pointing to such problems as parked vehicles, turns at busy intersections, and declining auto-occupancy rates, he went on to observe, "The cumulative effect of reductions in street capacity resulting from these factors throughout the City exceeds, by far, the additional capacity that might be gained if all road projects on the books were to be implemented." Efficient use of existing road space, therefore, should have high priority, now and in the future.

As the demand for road space in the Central Area increases, it will make more and more sense to see that available capacity is put to its best and most efficient use. Generally, this means keeping the streets as clear and smooth flowing as possible, and placing the emphasis on the movement of people, rather than vehicles. The latter point relates to the general need to move people out of their automobiles, and over to the more efficient and environmentally-friendly forms of transportation: public transit, cycling, and walking.

There are a number of traffic management measures available to achieve these objectives, some of which are referred to in the proposed Official Plan statement above. Traffic management techniques can also be applied to particular problem areas or situations of unusual traffic demand that do not warrant the cost of capital intensive solutions. For example, the success in handling the traffic demands of the Dome Stadium is largely attributable to the application of traffic management measures, since little additional transportation infrastructure was built to directly serve the Stadium. Most traffic management techniques are well-understood, and there seems no need to go into any great detail regarding their application in the Central Area. Transit priority measures and measures to increase auto-occupancy levels have already been discussed in separate proposed Official Plan statements and other methods are proposed below.

Clearing the Clearway lane on Bay Street to improve transit service.

Off-Street Service and Delivery
Recommended Official Plan Policy

193 It is the policy of Council to encourage adequate loading and courier facilities to be provided off-street where reasonably possible in conjunction with the development or redevelopment of downtown commercial sites.

Explanation

Service and delivery vehicles (such as trucks and couriers) parking on busy downtown streets often create traffic jams and impede the efficient flow of traffic. Consequently, major new downtown commercial developments are required to provide adequate off-street servicing/garbage disposal facilities to minimize any negative impacts on the operation of the street system. Redevelopment of older buildings may also present opportunities to alleviate traffic problems by providing new off-street service and delivery facilities. The City, therefore, should encourage such renovations to be made, and continue to ensure that new commercial buildings do not add unnecessarily to on-street loading and delivery problems.

Improvements for Cyclists
Recommended Official Plan Policy

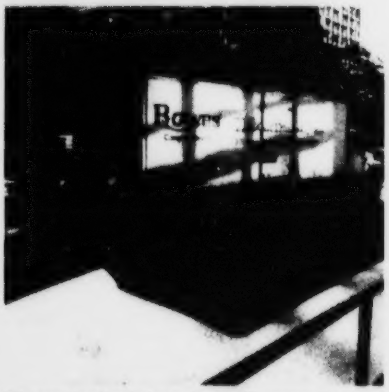
194 It is the policy of Council to implement programs which facilitate and support greater and safer use of the bicycle as a mode of transport for both recreational and other non-recreational trip purposes. Such programs should include, but not be limited to, the consideration of:

i) the development of a network of on-street and off-street bike lanes and paths;

ii) encourage the development of road design and maintenance standards which reduce the risk of accidents and injuries to cyclists;

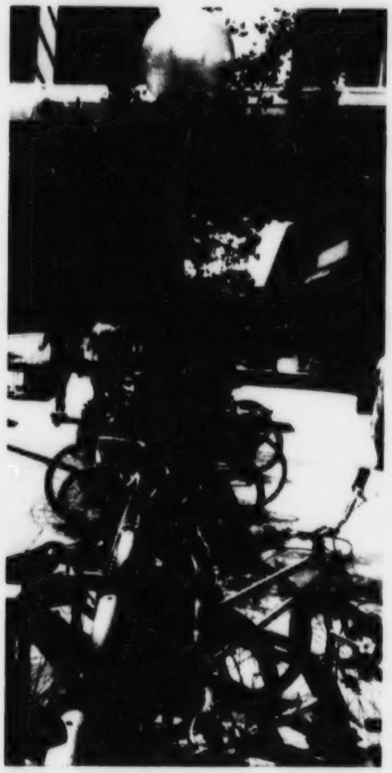
iii) securing bicycle parking facilities at subway and GO stations to encourage combined bicycle/transit trips;

iv) requiring new major developments to provide secure bicycle parking and, where appropriate, shower/change facilities for bike commuters;


Off-street loading helps reduce traffic congestion.

v) **raising public awareness of the convenience, health and economic benefits of commuter cycling; and**

vi) **sponsoring education programs on safe and responsible cycling.**



The Plan proposes that major new developments be required to provide secure bicycle parking.

Explanation

"I ride my bike everywhere and it's great. I can move through the City really quickly," commented one contented commuter cyclist in the Cityplan '91 focus group of "Downtown Workers". Commuter cyclists are a small, but growing, force in downtown Toronto. Not all are equally enthusiastic about local conditions, however. "There is good awareness of Bicycles," wrote a respondent to the Cityplan '91 survey. "Unfortunately it doesn't go much further than that ... They cannot be effectively accommodated as an afterthought." For its part, the Cityplan '91 Task Force emphasized, "Making City streets safer for cyclists, and raising public awareness of the convenience, health and economic benefits of commuter cycling will be goals of the 1991 Official Plan". The Policy outlined above is designed to improve the lot of the commuter, as well as the recreational, cyclist.

Cycling currently comprises only a relatively small component of all daily "vehicle trips". But bicycle use has been increasing over recent years and the bicycle has earned growing recognition as a space-efficient, non-polluting, and healthy alternative to the automobile for certain, usually relatively short, urban trips. Where the bicycle is a viable alternative to the automobile, its advantages in congested urban environments, such as the Central Area, are obvious. And, as the City's intensification policies result in more people living in the Central Area, the opportunities for greater bicycle use will increase. Compared to many other, more cycle-friendly cities, Toronto has a long way to go. Measures, such as those outlined in the above proposed policy, would encourage greater and safer use of the bicycle in the Central Area; are clearly consistent with the other policies of this Plan; and will give further recognition to the role of the City's Cycling Committee.

Improvements for Pedestrians
Recommended Official Plan Policy

195 It is the policy of Council to support measures to improve the pedestrian environment of the Central Area. Such measures should include, but not be limited to, consideration of the following:

i) **provision of wider sidewalks;**

ii) **improved pedestrian conditions for people with disabilities;**

iii) **more trees and street furniture;**

iv) **enhanced pedestrian access to the Waterfront;**

v) **changes to traffic signals to facilitate pedestrian movements;**

vi) **better weather protection for sections of sidewalks;**

vii) improved lighting; and

viii) developing an overall plan for the underground pedestrian system, with design guidelines, better signage and improved connections to the surface sidewalk system.

Explanation

An important component in the successful implementation of the intensification policy will be to achieve an enhanced pedestrian environment for the enjoyment of people living, working and visiting in the Central Area. To a large extent, the improvement of the pedestrian environment is an urban design issue and is addressed in Chapter 5.2 of this report dealing with built form and street architecture. However, it is appropriate to acknowledge the importance of improving the pedestrian environment as a part of the City's transportation policies.

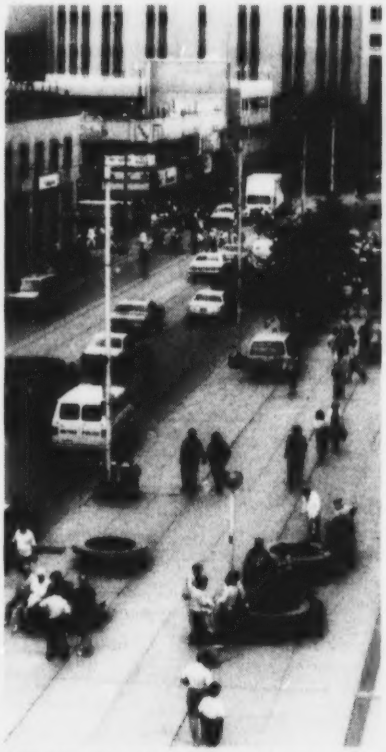
Intensification will provide increased opportunities for people to live close enough to their place of employment to walk to work. Given half a chance, people actually like walking to work, as the Cityplan '91 "Downtown Workers" focus group confirmed. Encouraging more people to walk to work, by providing more convenient and attractive pedestrian routes, has obvious transportation and environmental benefits. Similar advantages would arise from encouraging people to walk for other, non-work-related reasons: shopping, entertainment, visiting, and so on. In a crowded downtown environment, there is probably no more efficient means of getting around than by foot. Not only is walking efficient, but it can also be pleasurable, as respondents to the various Cityplan '91 surveys confirmed. Many people identified their favourite streets and districts, which, interestingly, were scattered across the City. To a large degree, the success of a city can be measured by the vibrancy of its street life and the attractiveness of the streets as places to wander around and enjoy.

The pedestrian improvements proposed in the above policy statement are largely self-explanatory, but some require a little further explanation:

i) A particular concern in the Central Area is that it remains cut off from the Lake. Improved pedestrian connections under the rail corridor and through the Gardiner/Lakeshore barrier are important elements in a strategy to reunite the downtown with its Waterfront. The recent report by the Royal Commission on the Future of the Toronto Waterfront stresses the need for improved access to the Central Waterfront. A number of initiatives, including the work of the City's Gardiner Expressway Task Force, are underway to achieve this objective.

ii) In the downtown area, there is considerable conflict at signalized intersections between pedestrians wishing to cross the road and vehicles waiting to make right turns on a green light. As a result, it has been suggested that at certain busy intersections, where pedestrian and vehicular volumes are high, an "all-red" phase (for traffic) should be introduced to allow pedestrians to cross unchallenged in all directions, including diagonally. Ideas such as this, which are in place in other cities, seem worthy of testing on a selective basis.

iii) There has been considerable debate over the years about the role of the downtown underground pedestrian system. Some people love the underground network, like the "Downtown Worker" who commented, "With this cold



Wide sidewalks, proper lighting, landscaping and plenty of seating make streets more attractive to pedestrians.

climate, it's great." But some people are less than fulsome in their praise, like another "Downtown Worker", who complained, "You can get lost in there." To date, the underground system has evolved incrementally, in a largely unplanned fashion. One major concern has been that further expansion might detract from street level pedestrian activity, and result in a situation that is, in total, less than ideal. This point is developed more fully in Chapter 5.2 of this report entitled "The Physical Form of the City" where underground malls are discussed. However, the attractiveness and usefulness of the underground system cannot be denied, as is indicated by the crowds of commuters who flow along the corridors to and from Union Station, and by the throngs of daytime shoppers who browse along its length. And the benefits of a warm, sheltered system in a cold climate also cannot be denied. A better overall plan for the future development of the underground system, however, needs to be compiled. Such a plan should include better design guidelines and better ways to integrate the underground system with the surface sidewalk system. The City is already involved in a project to provide a better signage and information system for the underground network.

Movement of Goods
Recommended Official Plan Policy

196 It is the policy of Council, in recognition of the importance of an efficient goods movement system to the health of the City's economy, to give appropriate weight to the consideration of the need to move goods, products and other materials in the resolution of transportation issues in the Central Area.

Explanation

In an earlier response to Metro's study of *Metropolitan Toronto Goods Movement* (1988), City Council adopted a policy position similar to that presented above. Everyone recognizes the importance of truck movements to pick up and deliver commercial goods in the Central Area, particularly in terms of meeting the needs of the downtown Office District and the Port Industrial Area. Volumes of truck traffic have increased over the years and can be expected to continue to do so, as long as there is commercial growth in the Central Area. To some extent, past increases in truck traffic may have been higher than normally expected, because the rail goods yards have been relocated beyond the Central Area, and other centralized goods transfer stations and warehousing facilities have been removed from the Central Area.

Unlike auto trips, there is less opportunity to find a substitute for a truck-trip. As a result, planning for Central Area growth has to keep in mind the need to maintain an efficient goods movement system. However, policies to limit the growth of automobile use do not necessarily imply that constraints would be placed on the movement of goods or that the road capacity available to commercial goods traffic would be reduced. Indeed, policies to restrict the automobile could lead to more road capacity becoming available for the movement of goods. One possible area of conflict, however, relates to the proposal to remove the central elevated section of the Gardiner Expressway, which could result in negative impacts on Central Area and cross-town truck movements. Any plans to remove the expressway, therefore, should take this into consideration.

Public Transportation for People with Disabilities
Recommended Official Plan

197 It is the policy of Council to encourage improving and extending public transportation services in order to provide an equitable level of public transportation services for people with disabilities.

Explanation

The above statement reflects Council's desire to introduce policies to ensure that people with disabilities have the same freedom to move about the City as people without disabilities, and to enhance their ability to participate in the life of their communities. This issue is discussed in broad terms in *Cityplan '91 Background Report No. 6: Integration and Independence*, where the proposed policy statement was first recommended.

The TTC has also been involved in various initiatives to improve transit access for people with disabilities. In August 1989, the TTC released a major report on the subject, entitled *Choices For The Future*, which has subsequently been adopted by Metro Council and approved by the Province. The major recommendations of this report are to make 20 key subway stations fully accessible (with elevators) over the next 10 years and to provide enhanced Wheel-Trans service to these stations. In addition, all future or new subway stations will be designed to be fully accessible, and all future buses will be equipped with a "kneeling" feature. In total, the recommended program will require expenditures of $54 million over the next five years. The TTC is now considering buying "low-floor buses" as the eventual long-term solution to improving access for people with disabilities to surface routes. City Planning staff are currently preparing a response to the *Choices For The Future* report and further recommendations regarding Official Plan statements on access for people with disabilities may result.

6.2.3
OTHER ISSUES

There are a number of other transportation topics in the City that have not been directly addressed in this chapter. For example, the City has commissioned a study of the Island Airport issue and a study of the Risk Assessment of Freight Rail Corridors. Both these studies could lead to future Official Plan Amendments.

No direct reference has been made to traffic "calming" techniques. Traffic calming is not a term that can be easily defined. We feel that, short of recommending street closings and street narrowings, the set of proposed Official Plan statements above make reference to most of the techniques that would be applied in any responsible traffic calming strategy. In addition, the City has, over the years, developed an accepted and effective process of evaluating and implementing proposals for "local traffic control schemes". Experience has shown that these schemes need to be looked at on an individual basis. It is difficult, therefore, to make blanket recommendations regarding their application throughout the City. On the other hand, nothing in the transportation policies recommended above would argue against the use of traffic calming or local traffic control schemes to limit the use of the private auto where appropriate.

One aspect of passenger transportation planning that has not been directly addressed in this report is the safety component. However, policies relating to this issue are being developed on a number of fronts by such groups as the Metro Action Committee on Public Violence Against Women And Children (METRAC), the City of Toronto's Safe City Committee and the TTC. For example, in 1989, the TTC, in cooperation with METRAC and the Metropolitan Police Force, published *Moving Forward – Making Transit Safer for Women* which has been adopted as a major policy document. A recent result of the Moving Forward initiative has been a model study of the detailed issue of how to make transit stops in the City of Scarborough safer for women.

Of course, public transit is not the only area where there are transportation safety concerns. These concerns extend to such factors as the design of parking facilities, the planning of bicycle routes, the design of pedestrian facilities (particularly tunnels and underpasses) and the general layout of streets, including lighting. At a more general level, the policy of land use intensification recommended in this Plan could potentially lead to improved safety conditions by reducing the separation of land uses, which can lead to the development of isolated single-purpose areas, and creating, instead, a safer, more intensive mix of urban uses. In implementing the transportation policies recommended in this Plan, City Council should give consideration to the types of safety concerns and initiatives discussed above and take advantage of every reasonable opportunity to improve the safety of the transportation system serving the City.

6.2.3.1
Linking the Existing and the Proposed New Policies

The new policies recommended in this chapter will either add to, modify, or replace, the existing transportation statements in Section 7 of the current Official Plan. The existing statements come from three sources:

i) the 1969 Official Plan;

ii) the 1976 Central Area Plan Proposals (approved in 1978); and

iii) the 1981 Amendments proposed in Official Plan Amendment No. 170, as adopted by City Council.

The Cityplan '91 process provides the opportunity to completely overhaul Section 7 of the Official Plan and to present a restructured set of logically consistent statements for Council's approval. This does not mean that every existing transportation policy has to be changed. However, the approval process will be easier to follow and implement if the new Section 7 is adopted as if it were a complete replacement for the old one, rather than as a complicated amendment to it.

Once the transportation planning proposals put forward in this report are adopted in some form, then the full, consolidated version of the new Section 7 of the Official Plan will be presented to Council in the Cityplan '91 Final Recommendations Report, for approval in its entirety. Without going into all the details, the policies recommended in this report are, in many ways, extensions of the earlier 1976 and 1981 policies. In general terms, the policies recommended here:

i) continue to place limits on the use of the automobile for commuting into and out of the Central Area, and seek to find possible ways of reducing overall automobile use;

ii) continue to promote the use of transit, and remove the explicit restriction against adding major, new rapid transit facilities into the Central Area, which was contained in the 1976 Amendments;

iii) give stronger recognition to the role of additional housing in the Central Area as a means of reducing long-distance commuting;

iv) continue to promote a compact form of regional growth that places homes and jobs closer together, and encourages public rather than private transportation; and

v) give greater recognition to the needs of a growing Central Area population for better local transit services, as well as improved conditions for cycling and pedestrian travel.

These new policies have developed from planning work that has been going on for a number of years, and strengthen certain policy directions that have been emerging over the last decade. There is no wholesale rejection of existing transportation planning policies, but rather a firming up of the direction in which we were already headed.

6.2.4
OVERVIEW

The emphasis in this report has not been on identifying a timetable for implementing specific transportation projects as part of some long-term master plan for the Central Area. Decisions on major transportation projects will, for good reason, continue to be made incrementally, on a largely individual basis. Master plans have a habit of ending up on dusty shelves.

Instead, the policies proposed in this report seek to set the direction for future planning decisions. We provide a framework for judging what projects and what other transportation initiatives are appropriate even to consider, given the other objectives proposed in this report for improving the quality of life in the Central Area and the City as a whole. By providing for a better match of housing and employment growth in the Central Area, the proposed policies should substantially reduce the growth of commuting into the downtown area. The transportation policies of this report also propose that any residual growth in regional commuting should be handled by improved transit, primarily by the GO Train and TTC surface routes serving the Central Area. Road expansions, therefore, should be limited. We expect that automobile commuting can be held roughly constant at today's levels. Within the Central Area itself, a more intensified pattern of development will require improvements to the local transit system, as well as measures to make conditions more attractive for people to walk and cycle about the area.

These policies are broadly supportive of the position taken by the Cityplan '91 Task Force and reflect, in large measure, the views expressed by members of the public during the lengthy Cityplan '91 process. However, there are two areas where the Official Plan statements proposed here depart, to some degree, from certain elements of popular opinion. First, while some members of the public would support expanding the downtown subway system, this report recommends adopting a neutral position. It recommends that any decision about this matter should be left until it becomes clearer whether or not such a facility is really required. Second, while some members of the public would support stronger measures to reduce automobile use in the City, this report recommends simply that the objective of achieving an absolute reduction in automobile use in the Central Area be adopted in principle. It holds the view that further study and debate are required to determine just what mix of policies might be required to reach this general goal.

Transportation planning, as this chapter has amply illustrated, is both a very complicated and a very important part of any Official Plan. The policies proposed here are designed to contribute to the three themes guiding the Cityplan '91 review process: to promote social equity (e.g., by emphasizing public transit over private automobiles); to manage growth (e.g., by using the newly-defined "nexus" relationship to reach an appropriate balance among housing, office development, and commuting levels); and to improve the quality of life (e.g., by promoting transportation policies that would reduce rather than increase air pollution).

7

Policies for Activities in the City

"Yet the City not only represents our civilization and our culture, it becomes the shell of our life. The restaurants, theatre, work and living spaces are all part of our culture and are contained within the City."

Eb Zeidler, Cityplan '91 Forum

Cities are complex entities. They display a variety of built forms, and they contain and stimulate a wide range of human activities. Obviously, there is no clear and precise distinction between form and function. Streets are not only formal elements, but also "rivers of life". Buildings display not only distinctive architectural styles, but are also the location of diverse activities. Parks and open spaces are not only spatial organizers, they are also places where people play, pause, and refresh themselves. Similarly, each of the activities that give structure and meaning to our lives is located "somewhere". We live someplace; we work someplace; and we perform life's other vital tasks in some place.

For organizational convenience, however, this report has grouped together the major elements of built form in Chapter 5, and has grouped together a number of the vital functions performed by and in cities in this chapter. Here, we look at economic activities, like office development, industry, institutions, and retail services. And we look at social activities i.e., where people live and how their lives, especially the lives of the needy, could be made better, in the chapters on housing, community services and institutions.

As elsewhere, we emphasize the interconnections among different parts of this report, which collectively shape Toronto. Public Health consultant Dr. Trevor Hancock summarized his view of "quality of life" at the Cityplan '91 Forum, when he commented, "Building healthy communities is not just a matter of bricks, mortar and asphalt, not just the development of the hard infrastructure of sewers, water lines, hydro, housing and roads. People don't talk about density, down-zoning, re-knitting, intensification or modal splits; they talk about walkable, liveable, green, healthy or sustainable cities and about the quality of life." In this Plan, we, as planners, must talk about the bricks and mortar, and the densities, and the modal splits, but our goal, like Trevor Hancock's, is to create the diverse, complex, "liveable" city that Torontonians want.

7.1
OFFICE DEVELOPMENT

"The provision of office accommodation, at a reasonable growth rate and concentrated in areas well served by the subway, should be encouraged rather than tolerated".

Urban Development Institute,
Compendium of Views

"Our Task Force recognizes the central role of the commercial functions of the Central Area in the economic life of the City and holds that different commercial functions and their space needs must be accommodated in the Plan."

Cityplan '91 Task Force

For good reasons, "office development" has, in one way or another, been at the heart of most major debates on downtown planning over the last 20 years. The importance of the office sector to the City's economy and commercial identity is undeniable. By far, the greatest number of Central Area jobs are in the office sector and most of these are concentrated in high density office developments in the Central Core, particularly the Financial District south of Queen Street. It is this skyline of downtown office towers that largely defines the City's image as a major commercial and financial centre.

Office development clearly has a strong impact on the physical form of the City. In Chapter 6, we have already discussed the important relationship between office development, housing development and transportation needs. We have also discussed issues of built form and the notable fact that many Torontonians are concerned about the scale of recent development. Here, we focus specifically on the changing nature of the workplace, and on future prospects for employment growth in the City's Central Area. We also look at projections in the supply and demand for office space, and we look at the current stock of office space both already built and under construction in the Central Area. We conclude that there will be a sufficient amount of zoned office space potential in place to meet our City's office needs until well into the next century.

7.1.1
SUMMARY

Although the issues surrounding office development have remained much the same (transportation impacts, built form concerns, worries over neighbourhood encroachment and environmental degradation), the nature and the focus of debate has changed over the years. Notably, the 1976 Central Area Plan did much to settle the question, which was an understandable preoccupation of the time, of how much office development to permit. The 1976 Plan more than halved the office development potential of the Central Area. However, experience has shown that, except in extreme cases, varying permitted development densities through zoning controls has little effect on the rate of office development. Lowering commercial zoning densities, generally, has a "squash and spread" effect on the pattern of office development.

The office policies being recommended in this report, however, are as much, if not more, concerned with the quality, form and location of future office development as they are with the amount. The Financial District, with its extension into the east end of the Railway Lands, will remain the priority area for future office growth. A preferred development scenario has been established, which will be monitored carefully with corrective action recommended if the desired balance between housing, jobs and trips into the Central Area is not being achieved.

The recommendations put forward in this chapter of the report are based on the recognition that a reasonable rate of office growth is desirable for the economic and social health of the City, and that the existing Plan contains adequate commercial zoning permissions to meet this objective. The policies recommended here are designed to ensure that future office growth takes place in the right location, in the right form, with all the necessary support functions to provide a quality work environment in the Central Core. We recognize there is a need to provide a variety of new office space, ranging from the more expensive Class A space (as it is referred to in the leasing business) found in the prestigious office towers to the less expensive and more dispersed types of office space found in mixed-use areas and buildings located outside the Financial District.

More than 435,000 people worked in Toronto's Central Area in 1989 – the majority of them in office jobs.

In addition, we feel it is particularly important to ensure the continued attractiveness of the Central Core as a location for office activities in the financial services sector. The financial services sector in Canada comprises what is traditionally called the "four pillars": commercial banks, trust companies, securities firms, and insurance companies. Jobs in this sector are generally well paying, and other local firms in other office sectors benefit from their close association with a successful financial services centre in the downtown. The financial services sector was the engine of office employment growth in the 1980s, and is expected to continue as the lead sector in the 1990s. As we concluded in *Cityplan '91 Background Report No. 17: Financial Services Discussion Paper*, the challenge is:

"... that the long-run success or failure of the financial services sector in Toronto rests, for the most part, on Toronto's ability to continue to maintain an attractive living and working environment for both highly paid professionals as well as clerical employees. These quality of life considerations are central to the Official Plan review currently underway."

LOOK WHO'S
RISING TO THE TOP

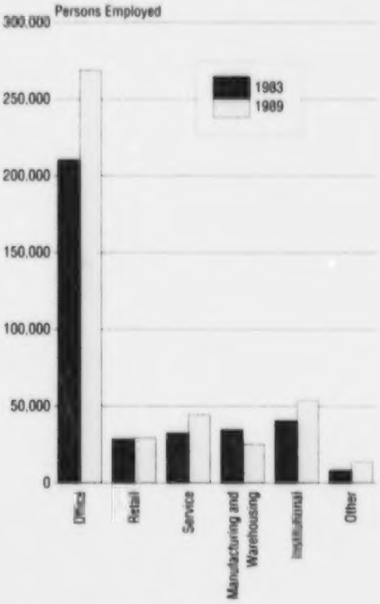
Many of the tenants of new downtown office towers are "moving up" from other buildings in the Central Core.

7.1.2
BACKGROUND

7.1.2.1
A Changing Workplace

Employment trends over the last 20 years attest to the extent and speed with which the City's economy has been transformed into an "information oriented economy" – an economy more concerned with the transfer of ideas and information than the production of goods. The up and down nature of business cycles and office development activity also highlight the potential susceptibility of the local economy to periods of economic slowdown.

Figure 7.1
Total Employment by Sector Central Area 1983–1989



Source Metro Employment Survey

The *Cityplan '91 Background Report No. 5: Central Area Trends* described five distinct periods of employment change since 1970:

1970–1981 – A decade characterized by overall employment growth but experiencing broader structural shifts in jobs and industries - most notably the decline of factory jobs (primary and secondary industry) and the rise of financial and service-oriented jobs.

1981–1983 – Job losses in most economic sectors caused by the economic recession. Particularly hard hit was the manufacturing sector, which dropped 24 percent in the City of Toronto and lost 47,000 jobs Metro-wide. Full-time office employment fell, but only marginally.

1983–1985 – A period of recovery which saw total employment returning to pre-recession levels, but with a dramatic rise in the number of part-time employees. Office jobs accounted for the lion's share of the recovery and represented 64 percent of all job growth in the City and 70 percent of all job gains in the Central Area.

1986–1989 – The Toronto Region enjoyed an economic boom period. Total employment in the City rose by 4.4 percent in 1986, 3.4 percent in 1987, 2.2 percent in 1988 and 3.6 percent in 1989. Office and institutional sector jobs accounted for most of the employment growth, with office gains by far the most important.

1990–present – The economy has slipped once again into a major recession. Preliminary survey results show no new employment growth in the City of Toronto between 1989 and 1990, with the possibility of a slight drop in employment levels between 1990 and 1991.

In 1989, the most recent year for which employment data are available, just over 435,000 people worked in Toronto's Central Area. Figure 7.1 clearly shows that office jobs make up the largest share of Central Area employment (62 percent) and that the number of office jobs has grown sharply (up 58,000 or 28 percent) over the 1983–1989 period. Significant growth also occurred in the service sector (up 38 percent) and institutional sector (up 34 percent). Manufacturing employment has fallen, although recent increases in non-manufacturing industrial sector jobs have begun to stabilize employment levels in the City's industrial areas. (See *Cityplan '91 Background Paper No. 2: Industrial Land Use Policy in Toronto.*)

Another important trend clearly evident from Figure 7.2 is the sharp increase in part-time jobs in the Central Area. Since 1983, the number of persons working part-time has more than doubled. Part-time employees accounted for 37 percent of the total increase in employment over the 1983–1989 period. This is quite significant given the fact that part-time employees, who are more likely to travel in off-peak hours, do not have the same impact on travel patterns as full-time employees. The office and service sectors recorded the largest increases in part-time jobs.

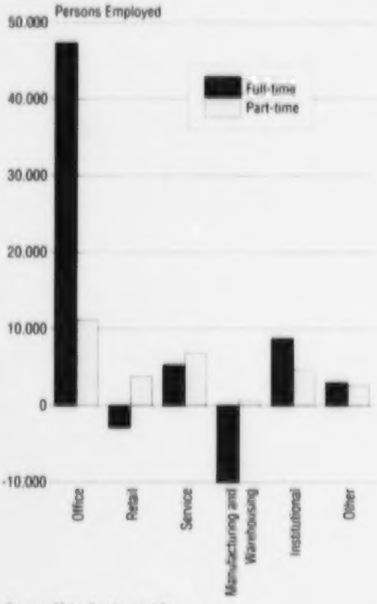
The employment data reported above are based on annual surveys of employment by workplace. Not included are the significant numbers of persons who either work at home or work at "footloose" jobs that have no specific work location. In 1986, a comparison of Census data with Metro's Employment Survey data indicated that work-at-home and foot-loose jobs represented over 65,000 jobs in the City of Toronto alone. (Figure 7.3) Trends suggest that the work-at-home labour force will continue to grow in relative importance. In particular, the number of workers who "telecommute" will likely increase sharply, thereby slowing the increase both in job-related work trips and growth in demand for office space. Telecommuting will have its greatest impact on information-intensive forms of employment, which make up a very large share of the jobs currently found in the City's Central Area, especially the Central Core. Due to the highly dispersed nature of this form of employment, accurate estimates of the number of work-at-home and footloose jobs are extremely difficult to determine. The 1991 Census will provide some measure of the relative growth of this employment sector since 1986.

The growth and size of the office sector reflect to a great degree the extent of the City's evolution towards an information-based economy. A closer look at the sub-sectors which make up the Central Area office community provides us with a richer understanding of the forces which have contributed to this transformation.

Figure 7.4 highlights changes in the number and distribution of Central Area office jobs since 1983. Three employment sub-sectors dominate the office sector. Finance, Insurance and Real Estate (FIRE) account for 32 percent of all Central Area office jobs, followed by Business Services (21 percent) and Government (16 percent). Combined, these three sectors accounted for seven out of every 10 Central Area office jobs in 1989. The Business Services and FIRE sectors have also experienced significant increases in the number of part-time workers.

Figure 7.2

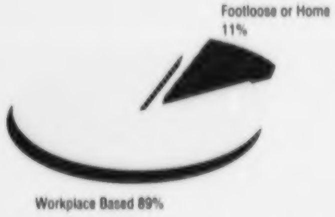
Change in Full- and Part-Time Employment, Central Area 1983–1989



Source Metro Employment Survey

Figure 7.3

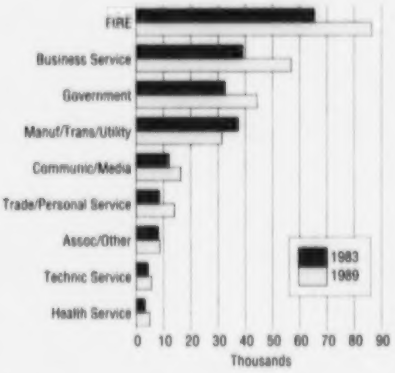
Estimates of Footloose and Work-at-Home Jobs, City of Toronto 1986



Source Metro Employment Survey and 1986 Census of Canada

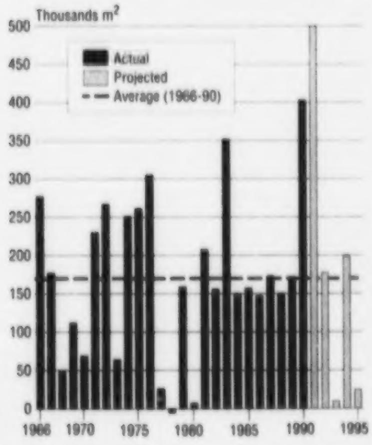
7.1.2.2
Future Outlook for Employment Growth

Figure 7.4
Distribution of Office Workers by Sector, Central Area 1983–89



Source: Metro Employment Survey

Figure 7.5
Actual and Projected Growth in Office Supply, Central Area 1966–1995



Source: Royal LePage Ltd

While the financial services sector has experienced remarkable growth through the 1980s, it should be noted that there is a potential risk in having "all of our eggs in one basket". Concern for this risk underlies the policies designed to encourage diversity in the Central Area economy, while at the same time ensuring that growth and Toronto's competitive position in the global financial marketplace are not undermined.

Projections of Central Area employment prepared by Planning staff as part of a Metro-wide planning exercise suggest that the number of people working in the Central Area will grow to 557,000 by 2001 (See Figure 3.2). This represents an average annual rate of employment growth of 1.85 percent over the 1991–2001 period. Office employment is projected to account for well over half of the increase, while substantial growth is also anticipated in the service and institutional sectors. Policies intended to encourage employment growth in designated industrial districts should help to stabilize the level of industrial employment at current levels.

The projections for office jobs are based on a combination of known development proposals which are already approved or under construction, as well as assumptions based on overall economic growth which directly influence the rate at which available office space is occupied. Office employment in the Central Area is projected to increase, on average, by just over 5,000 jobs per year. This, in turn, implies that occupied office space will grow at an average rate of about 128 000 square metres per year over the next 10 years - a rate which is roughly 15 percent below the long run average achieved through the 1976–1989 period. Independent projections of economic growth, prepared by Royal LePage Ltd. and described in *Cityplan '91 Background Report No. 8: Office Occupancy Patterns,* and the projections of local economic growth, prepared for the City of Toronto by Analytic Information Management and the Institute for Policy Analysis at the University of Toronto (see *Cityplan '91 Back ground Report No. 16: The Medium Term Economic Outlook for the Toronto CMA*), support a rate of growth broadly consistent with this projection of office absorption.

In the short run, given the current economic downturn, employment growth in the office sector is expected to remain fairly flat. A high proportion of the newly completed space will likely be occupied by tenants currently leasing older space in other Central Area locations.

7.1.2.3
Trends in Office Space Supply (Built Space) and Demand (Occupied Space)

Figure 7.5 highlights annual increases in the stock of office space within the Central Area over the 1966–1990 period. These data, furnished by Royal LePage Limited, indicate that the supply of office space grew at an average rate of 172 000 square metres per year since 1966. Most notable are the sharp increases in supply occurring in 1990 and as projected by Royal LePage Ltd. for 1991 and beyond, when recently completed space or space currently under construction within the Central Area comes onto the market.

More critical for planning purposes than increases in supply are increases in demand, since the growth in occupied space corresponds more closely to employment growth, which impacts on the demand for transportation facilities serving the Central Area. Figure 7.6 shows that, over the 1966–1990 period, total occupied space grew by an average rate of 152 000 square metres per year. The strongest period of sustained demand occurred between 1985 and 1987, when the growth of occupied space in the Central Area increased by over 200 000 square metres annually. Since then, demand has fallen off sharply to levels well below the long run average.

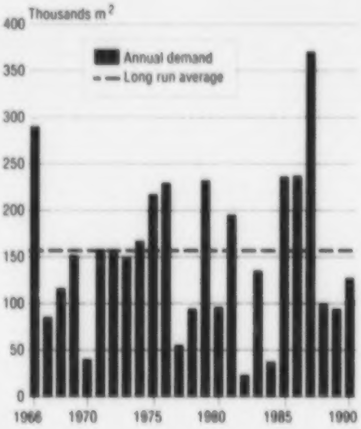
Figure 7.7 shows trends in office vacancy rates since 1966. A cyclical pattern is clearly evident. High vacancy rates occur in periods when the supply of office space outpaces the demand for space. Conversely, low vacancy rates are evident when demand for space catches up with supply.

The current slowdown in economic growth has resulted in a lower than average demand for office space over the last three years, a trend which will likely continue through 1991. This, coupled with a sharp increase in the total supply of space in 1990 and 1991 as office projects currently under construction come onto the market, will result in a sharp rise in vacancy rates, to levels in the 14 to 16 percent range by 1992. *Cityplan '91 Background Report No. 8: Office Occupancy Patterns* contains a detailed analysis of trends affecting the occupancy of office space in the Central Area.

A slowdown in the growth of the regional labour force is another factor which could potentially reduce office absorption levels throughout the 1990s. Demographic projections suggest that between 1991 and 2001 labour force growth at the regional level will fall to 25,000 per annum from an average of around 45,000 per annum experienced through the 1980s (Figure 7.8). Most of the baby boom generation will have entered the labour force by 1991 and increases in participation rates for women are expected to level off. Both of these factors contributed to sharp increases in labour force growth through the 1980s. Slower growth in the labour force should result in reduced pressure for additional office space to accommodate new workers, the majority of whom will be employed in the office sector.

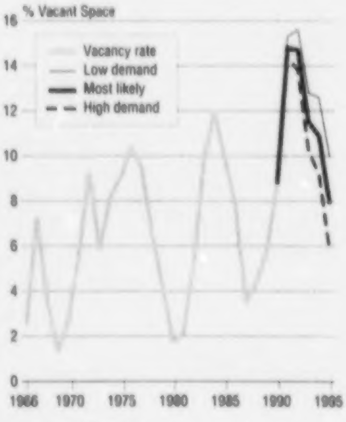
Demographic and economic forces should combine to slow the rate at which Central Core office space is absorbed through the 1990s. As described in Chapter 6, a "preferred development scenario" has been identified for future planning purposes which sees the expected increase in occupied office floor space (of 128 000 square metres a year, on average) being largely determined by market forces. Of course, the path of office space growth and other key variables will be carefully monitored and corrective action recommended if the desired balance between housing, jobs and trips in the Central Area is not being achieved.

Figure 7.6
Demand for Office Space Central Area 1966–1990



Source Royal LePage Ltd

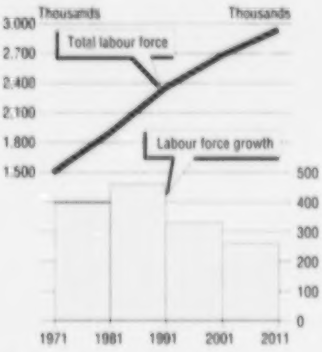
Figure 7.7
Actual and Projected Office Vacancy Rates, Central Area 1966–1995



Source Royal LePage Ltd

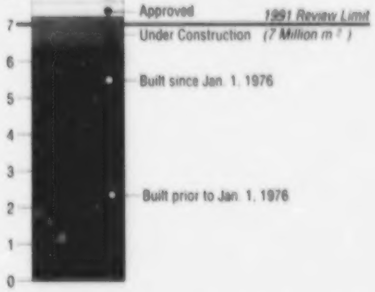
7.1.2.4
Central Core Office Stock

Figure 7.8
Regional Labour Force Will Grow at a Slower Rate



Source: Metro Toronto Planning Department, Case B Scenario

Figure 7.9
Office Development in the Central Core, January 1, 1991



Source: City of Toronto Planning and Development Department, 1991

Most of the City's office stock is located in the Central Core, a fact reflected in the existing Official Plan, which sets limits and requires monitoring of office space trends only for the Core. In early 1990, the total amount of office space built or under construction within the Central Core grew to a level exceeding the 1991 Review Limit of seven million square metres, which was established in the 1976 Plan. Figure 7.9 shows that as of January 1, 1991 a total of 6.29 million square metres of office space had been built with an additional 0.83 million square metres of space under construction, bringing the total amount of space built and under construction to 7.1 million square metres.

In addition, a further 0.9 million square metres of office space has been approved by Council but has yet to start construction. Of this space, just over half (0.48 million square metres) still requires a Development Agreement. If constructed, these projects would increase the total supply of office space in the Central Core to eight million square metres.

Figure 7.10 shows that if the supply of office space which is currently vacant, under construction or approved were absorbed, it would be equivalent to a 15- to 18-year supply under two different demand scenarios.

This method of estimating the suitability and duration of supply is somewhat simplistic. A portion of the existing supply of office space will likely be renovated or demolished and replaced by new space in order to satisfy the requirements of potential tenants. Much of the demand for newly constructed office space (estimated at 43 percent by Royal LePage in *Background Report No. 8)* replaces existing office space. "Upgrading the quality of office space" was the second most common reason cited by Central Area tenants for locating in newly completed buildings. However, in most cases, the older, vacated space is eventually occupied by other tenants. In addition, a vacancy rate of five percent is considered acceptable in a "healthy" market to ensure that the supply of readily available space is adequate to meet short-term demand. Nevertheless, the projected supply of available and approved space slated to come on stream is substantial.

The aggregate zoned office development potential of the Central Core south of Bloor Street was originally established in the 1976 Central Area Plan on the basis of estimates of the total amount of office floor space that could be supported by the then existing transportation system serving the Central Core, including any committed improvements to that system. That office space was to be concentrated in the relatively compact Financial District and High Density Mixed Commercial-Residential Areas in order to encourage new residential development in the rest of the Central Core and to preserve the inner neighbourhoods.

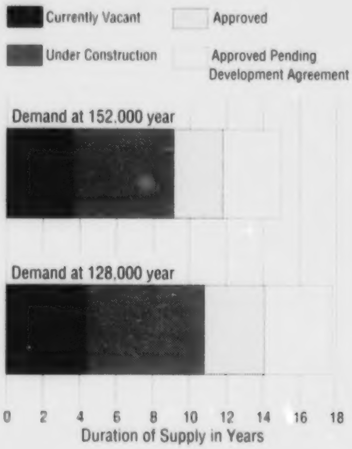
The total commercial development potential of the Core, and districts within the Central Area bordering on the Core, was subsequently increased as a result of Ontario Municipal Board modifications to the Plan and settlements of objections to the Plan, as well as a result of zoning and Official Plan Amendments which have been approved since 1979. The cumulative effect of these changes has been to increase the overall commercial office development capacity of the Central Core to approximately 10 million square metres (108 million square feet).

However, as the *1986 Quinquennial Review* noted, market forces play the major role in determining the rate at which available capacity is absorbed:

"It was argued ... that if the zoned capacity of the Plan were adjusted up or down, the probable rate at which permitted development potential is taken up or built would also move up or down, all other things being equal. However, in the real world, all other things are seldom held equal, and the actual rate of development is, of course, dependent upon a great many economic considerations including those relating to demand as well as supply conditions."

On the basis of current office development projects, as well as the zoned potential for office development within the Central Core, it is clear that the aggregate supply of commercially-designated lands in the current Plan are more than sufficient to meet the requirements for commercial office growth within the Central Area well into the next century.

Figure 7.10
Length of Time Required to Absorb Potential Office Supply under Various Demand Scenarios



7.1.3 DIRECTIONS

7.1.3.1 Financial District Proposals

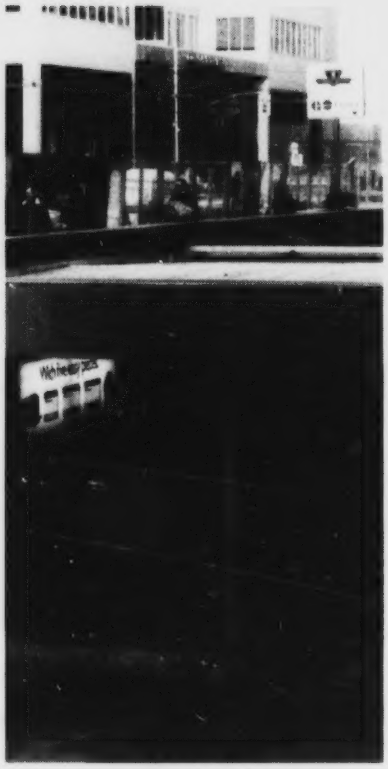
Recommended Official Plan Policy

198 It is the policy of Council that the **Financial District**, including its appropriate **commercial** extension into the **Railway Lands**, as determined in Part II of the Plan for the **Railway Lands**, is the pre-eminent centre for office **commercial** development in the City, the Metropolitan Area and the Region, providing an ideal location for firms which are most dependent on face-to-face contact for the efficient conduct of business and accommodating the establishment and expansion of firms which engage in financial services.

Explanation

The existing Plan establishes the Financial District as the "first priority area" for office commercial growth in the Central Core, and assigns second priority to areas designated as High Density Mixed Commercial-Residential. The existing Financial District, and its extension southward into the Railway Lands, should continue to function as the premier office employment centre in the City, the Metropolitan area, and the Region. The Financial District north and south of Front Street is the most accessible area within the Region for all modes of transportation and is an area where it is possible to achieve the highest level of transit ridership for peak-hour work-trips.

The Core Area enjoys the highest percentage use of public transit by workers travelling during rush hours of any employment centre in the Region. With Union Station as the major hub of the metropolitan and regional transit systems, the logical location for a major concentration of future office employment growth that is largely transit-oriented is in its immediate vicinity. The



It is logical to concentrate future office growth near the Union Station transportation hub.

compact nature of the Financial District is conducive to walking as the primary means of getting around, and its size and location allows for a high level of transit service, providing a viable alternative to automobile use for most employees.

The Financial District is a unique working environment. One hundred thousand people work within walking distance of the corner of King and Bay, most of whom have direct access to the underground walkway system which connects most of the major office buildings. Half of the employees in the Financial District are employed by financial services firms and another quarter are employed in the business services sector. Even given the latest advances in telecommunications, both of these sectors remain largely dependent upon "face-to-face" contact for many business transactions. As one of the participants in the Downtown Workers' Focus Group put it: "we can have a computer man in, in 10 minutes." That many business meetings can take place conveniently in the Financial District is its principle locational advantage. In the words of another of the participants in the Downtown Workers' Focus Group:

"... news travels a lot faster. If something is happening in our business, you usually hear about it. Like, a big contract going out, well you usually hear about it. Whereas in a suburb the communication is poorer. We can pick up all the vibes, we hear about things. In the suburbs, it's just not happening that fast ... It's a feeling of being in the midst of what's happening."

The Financial District also offers a superior working environment because of the great diversity of amenities available to employees during lunch hours and after work. Nowhere else in the Toronto Region are there so many restaurants, theatres and shops within convenient walking distance.

Most of the development sites in the Financial District have already been developed or are under construction, and three quarters of the total employment is already in the financial and business services sectors. If these sectors are to continue to expand, a physically contiguous extension of the Financial District will be necessary. We recognize that the southerly extension of the Financial District is both necessary from an economic development perspective, and desirable from a transportation point of view. This report, therefore, provides for the southerly extension of the Financial District into the Railway Lands, with the appropriate boundaries and densities to be determined through the Part II Plan for that area.

Recommended Official Plan Policy

199 It is the policy of Council to use its powers to foster a high quality business environment capable of supporting the expansion of the financial services sector, and to take measures such as, but not limited to, improving the reliability and quality of municipal services and infrastructure in the Central Area and encouraging other levels of government with responsibility for the provision of needed infrastructure, including the communications grid and transit services, to promote the highest possible level of service.

Explanation

The 1986 Quinquennial Review and the *Downtown Employment Study* recognized the importance of the financial services sector to the economy of the Toronto Region and all of Canada. In 1989, financial services firms employed more than 80,000 people in the Central Area, an increase of 27 percent over 1983 employment levels. These jobs are generally well paying; not only are average wages higher than in all industries, but also fewer employees are in the lowest income bracket. Furthermore, while real wages have declined since 1977 in Canada in all industries, wages in the financial services sector have continued to increase (*Cityplan '91 Background Paper No. 17: Financial Services Discussion Paper*). Ready access to the sophisticated financial services available in the Central Core, and concentrated in the Financial District, also provide local firms in other sectors with an advantage that allows them to compete in the global market.

Demand for financial services products will, in all likelihood, continue to outpace the overall rate of economic growth in Canada, and employment levels will also increase faster than in other sectors, albeit at a slower rate than experienced in the recent past. The City's ability to continue to attract a substantial share of these jobs will depend on maintaining a superior business environment in the Central Area.

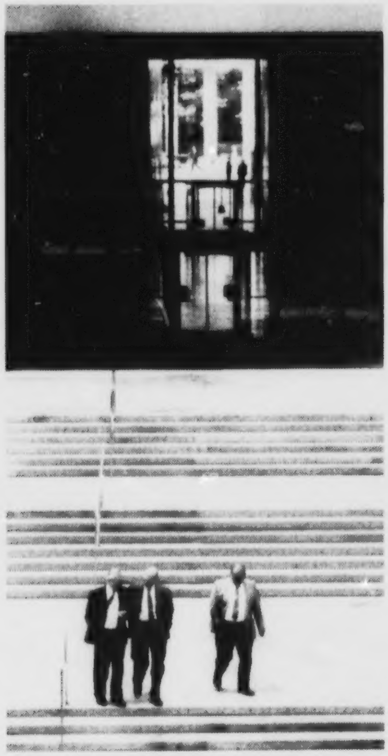
The Central Area's business environment in general, and the Financial District's environment in particular, enjoys a number of advantages, including excellent transit accessibility, safety, proximity to a large, highly skilled labour pool and good air connections to other Canadian as well as international destinations. In addition, the underground pedestrian network, which connects several million square metres of office space, helps nurture the "intimate" atmosphere of the downtown office complex, particularly in the Financial District.

The Financial District, and its extension into the Railway Lands, will be the setting for the bulk of office growth in the City in the '90s.

7.1.3.2
Directions for Other Office Areas

Considerable office development potential exists on developable sites within certain of the High Density Mixed Commercial-Residential Areas surrounding the Financial District. As has already been described elsewhere in this chapter, these areas, together with the potential of the Financial District, represent more than enough office potential to satisfy the projected future demand for office space over the life of the Plan. Consequently, it does not appear necessary to designate any new areas within the Central Area or Central Core for primarily commercial office development in order to maintain a healthy and viable office market and economy in the City.

In addition, in the context of the present discussion of office space needs, it is clear that reductions in commercial office permissions in selected High Density Mixed Commercial-Residential Areas and corresponding increases in residential would not have a significant impact on the availability of land for Class A office space, or on the continued viability of the downtown office market. The 1991 Plan, therefore, proposes that office commercial densities be reduced in several high density mixed-use districts in the Central Core, based in part on the nature of development that has occurred in those areas



Office space is expected to grow at an average rate of 128 000 square metres per year over the next decade.

in the past, as well as on conclusions and recommendations arising out of the *Living Downtown Study*. Among those areas where reductions should occur are the Bay Street Corridor, generally north of Dundas, and portions of the Downtown. A fuller discussion of these specific land use changes can be found in Chapters 8 and 9.

By permitting office space in secondary locations in the Central Area, particularly in mixed-use areas in the Core, we can help to ensure a range of office rents and types of office space so that a variety of economic activities can locate in the City centre. The provision for office and other non-residential uses in mixed-use buildings has the additional benefit of providing an appropriate base to buildings with residential uses above.

7.1.3.3
Planned Support For Employment Growth

"They need more benches downtown, not right on the sidewalks but away from the dust and fumes of the cars."

This comment from the Downtown Workers' Focus Group speaks volumes about the need for better amenities along our streets and sidewalks in the Financial District. While reviewing the 1976 Plan, it became apparent that not enough has been done to improve the working environment of the Central Area in spite of the fact that employment levels have risen significantly. As discussed in Chapter 5.3, the new Plan will endeavour to develop a comprehensive system of parks and open space which will provide Central Area workers with relaxing and stimulating alternatives to their work environment.

The City will also need to make an effort to expand stores at street level so that the use of the streets will be encouraged. In addition, studies of sun and wind effects will lead to clear guidelines for new development proposals to ensure maximum enjoyment and comfort for pedestrians. These matters are discussed in Chapters 7.5 and 5.2 of this report.

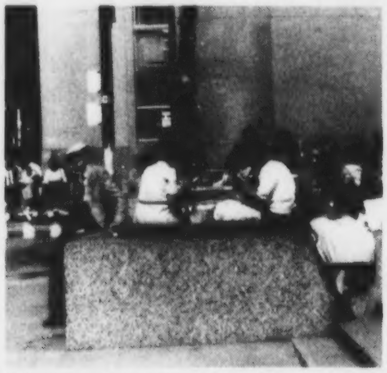
Many of these improvements to the working environment were rated as high priorities by focus groups of Downtown Workers who met with Planning staff as part of the Cityplan '91 process and by respondents to the Cityplan '91 survey.

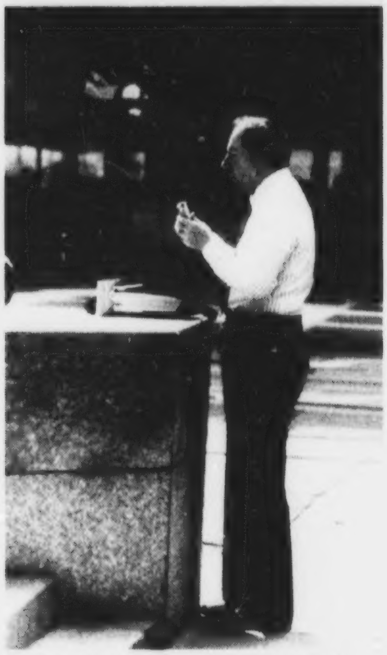
7.1.4
OVERVIEW

As noted at the outset, the policies proposed in this chapter recognize that a reasonable rate of continued office growth is desirable for the economic and social health of the City. The achievement of this objective is seen to hinge, not so much on the quantitative question of determining the appropriate "zoned capacity" of commercial lands in the Central Area, but more on qualitative concerns to ensure that future office growth takes place in the right location, in the right form, and with all the necessary support functions. In particular, we consider it important to maintain the attractiveness of the Central Area as a location for activities in the financial services sector which is expected to continue as the key source of office employment growth.

We have concluded that the aggregate supply of commercially-designated lands in the current Official Plan is more than sufficient to meet the foreseeable requirements for office space expansion. We propose to reconfirm the role of the Financial District, along with its planned extension into the east end of the Railway Lands, as the pre-eminent centre for office development in the Central Area. Office development will also be permitted in other appropriate parts of the Central Area to ensure that a suitable supply of space is available to meet the diverse needs of the office market.

We consider it as much a challenge to develop a quality environment for the Central Area's workforce as it is to provide liveable neighbourhoods for its residents.


With the growth in the working population, there is a shortage of open spaces in the City's Financial District.


Places to sit in downtown Toronto, especially at lunch time, need to be provided for office workers.

7.2
HOUSING POLICIES FOR THE NEW PLAN

"... a liveable downtown city is the result of people's collective will to have one."

Peter Bosselmann, Cityplan '91 Forum

"Every person living in Toronto has a right to an adequate, affordable and permanent home."

Cityplan '91 Task Force

Housing is a basic human need and a basic building block of any Official Plan. Because a city where people live as well as work downtown is widely believed to be safer, livelier, healthier and generally more humane, Toronto has had a long-standing commitment to supporting downtown residential development. The Cityplan '91 Task Force, therefore, "affirmed that the Central Area really is a neighbourhood where further residential growth should be encouraged." This was a central aim of the 1976 Official Plan and remains a central goal of Cityplan '91.

While some progress has undoubtedly been made toward achieving the goal of increased downtown living, the progress has been slow and uneven. In contrast to the rest of the City, the Central Area's residential population has increased rather than decreased. But most of the new downtown housing has catered to a relatively affluent "business" class, composed mainly of small households, willing and able to pay high rents or buy costly condos. Some groups, notably the poor, tenants and families with young children, have fallen ever further behind.

New construction of social (non-profit) housing has failed even to compensate for the number of moderate-rental housing units lost through demolition, gentrification or conversion to more expensive housing. Although City Council has taken all steps possible within its own jurisdiction to encourage construction of social housing, the Federal government severely cut back its support of helpful – if still inadequate – non-profit housing programs. Vacancy rates for private rental apartments dwindled to almost nothing for most of the past decade. The private sector virtually deserted the moderate-income rental housing market when massive Federal construction subsidies for this kind of housing ended during the latter 1970s. The average price of ownership housing has more than tripled since 1976, much more than the average increase in wages and salaries.

As a consequence, a crisis of "affordability" has crippled the ability of many low- and moderate-income people to meet life's basic needs, not only downtown, but also throughout the City. For example, *Cityplan '91 Background Report No. 15: Towards A Housing Needs Assessment for The City of Toronto*, showed that, in 1985, almost 23,000 low-income tenant households living in the City paid more than half their limited income for housing. A shocking statistic. Made all the more shocking by the fact that it occurred during the so-called "boom years" of the 80s, when some prospered, but many were reduced to lining up at food banks and over 20,000 men, women and children became homeless. The very poor, however, are not the only ones hurting. Many moderate income tenants are also experiencing serious affordability problems. And their chance to move from rental to ownership has all but disappeared.

Background Report No. 15 has shown also that the affordability of housing for low and middle income tenants has been worsening; the need for action is urgent. Not surprisingly, the call to "do something" to make more housing more affordable to more people in more locations was made repeatedly throughout the Cityplan '91 process, and is a main concern addressed by the policies discussed in this chapter.

Another major concern raised during the Cityplan '91 process is the quality of the housing being produced. "The objective in housing [is] not just to provide units," Toronto planner Joe Berridge commented at the Cityplan '91 Forum, "but to provide good places to live." We must build "liveable" neighbourhoods which meet the needs of the City's diverse populations. We recommend policies here, and in other chapters (like Chapter 5.3, "Parks and Open Space", Chapter 4, "Environmental Policies", and Chapter 7.3, "Social Planning and Community Services"), to support this goal.

7.2.1
SUMMARY

The housing policies in this chapter continue the traditions established by the current Official Plan. We recommend that the new Plan:

i) Comply with the Province's 1989 Land Use Planning for Housing policy statement, and include among its housing goals a definition of affordable housing and a goal of providing opportunities for creating a range of housing types to meet all housing needs.

ii) Establish ambitious 10-year production targets for new housing, within the City and the Central Area.

iii) Establish specific targets for social housing for those people who suffer most from problems related to affordability.

iv) Encourage growth in the City's housing stock not only by introducing the production targets, but also by introducing policies to promote residential intensification, which includes:

- creation of new housing through conversion in existing buildings;

- infill on vacant or under-developed lots, along Toronto's main streets, and on surplus government-controlled lands; and

- redevelopment of surplus non-residential lands, not currently zoned for residential use, subject to: environmental audits, the City's industrial policy, and other policies of the new Plan.

v) On land that will be rezoned for residential use, require at least one-half of all new housing built to be affordable housing, and at least one-quarter of the new housing to be suitable for families raising young children.

vi) Broaden the Official Plan definition of "Housing Suitable For Families With Children", by removing the requirement that such housing have direct access to ground level by means other than an elevator, and including housing anywhere within apartment buildings which have access to on-site and local services and facilities for families raising young children, since many young families live in apartments and will continue to do so.

viii) Include, as a housing policy goal, retention and conservation of private rental housing, by discouraging demolition, conversion and other activities that reduce this portion of the housing stock.

viii) Include Council's policy of strictly applying the Provincial Rental Housing Protection Act, Council's condominium conversion policy, and any other legislation that applies to limit rental housing losses through demolition, conversion, luxury renovations or severances.

ix) Include Council's policy of not considering approval of condominium conversion applications, until rental vacancy rates for private apartments consistently return to at least 2.5 percent across Metropolitan Toronto.

x) Introduce policies to integrate people with special needs for housing and support services in neighbourhoods, including policies to:

- ensure that a percentage of all new housing and, in particular, social housing, is accessible to people with disabilities;

- ensure that residential and crisis care facilities are provided throughout the City, where the Official Plan otherwise permits these types of housing;

- support integrated housing for people with special needs such as the homeless and rooming house tenants, who can live independently, with limited support services; and

- promote development of housing for people of mixed-age groups which includes support services geared to older peoples' needs.

xi) Include a policy on helping to promote permanent housing options and access to necessary social services for homeless persons.

xiii) Establish a policy of seeking legislative authority to charge a "Housing-Employment linkage fee" of $107 per square metre (1990 dollars), on all new commercial development in the City, to help pay for at least one-half of the extra need for social housing in the City which is due to the increase in the number of people employed in low wage service jobs associated with new commercial development.

xiii) Establish a policy of seeking legislative authority to pursue new ways of implementing the Official Plan's affordable housing objectives, including legal authority to require private market housing developments to include affordable housing for first-time buyers in their projects.

7.2.2
BACKGROUND

This section reviews the City's housing production targets since 1976; successes and failures in achieving these targets; policy adjustments made in response to such failures; social housing needs; factors which contributed to tremendous need for social housing and reasons for expecting that the new recommended 10-year targets, though ambitious, will be within reach.

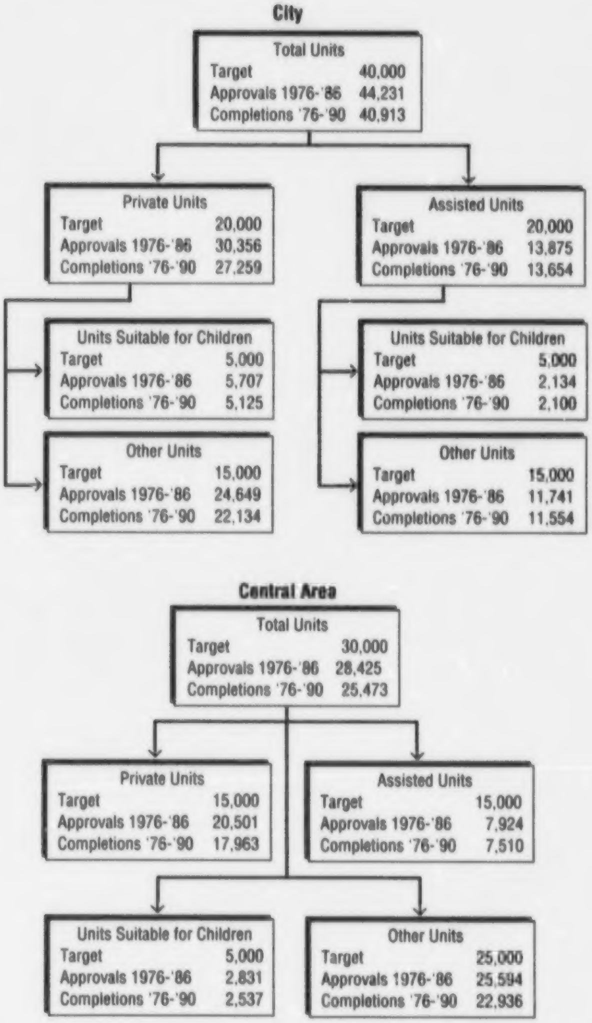
7.2.2.1
Housing Targets Since 1976

The 1976 Official Plan set 10-year housing production targets for the City of Toronto and for the Central Area. The targets indicated that City Council's policy was to provide opportunities for the development of 40,000 new dwelling units within the City by the end of 1985, including 20,000 private market units and 20,000 assisted housing units suitable for low- to moderate-income households with incomes below the median income of all households in the City (Section 2A.2 of the 1976 Plan). Since promotion of housing development within the Central Area was one of the Plan's key thrusts, 30,000 (75 percent) of the new housing units were to be provided within the Central Area, including 15,000 private market units and 15,000 assisted housing units. (See Figure 7.11)

The 1976–1986 targets also called for 5,000 units of the total 20,000 private market housing units and 5,000 units of the total assisted housing units to be provided in the form of "housing suitable for families with children". Believing that families raising young children needed larger units which had direct (i.e., non-elevator) access to the ground level, the 1976 Plan defined this family housing as dwelling units having two or more bedrooms, with at least one non-mechanical means of access to grade. (Section 10.19)

When the Official Plan housing targets expired, at the end of 1985, City Council established a Housing Policy Review Committee. This Committee's 1986 *Living Room II* report recommended a 1986–1991 City-wide target of 6,000 social housing units to be provided primarily for low- to moderate-income households. Whereas the 1976–1986 assisted housing targets had included government assisted ownership and private rental housing, as well as social (non-profit) housing, the 1986–1991 target specified social housing only. The reason for this change was that almost all assisted housing built in the City since 1976 has been social housing. Given higher land values in the City, government assisted home ownership and private rental apartment construction programs have mainly subsidized suburban housing.

Figure 7.11
1976 Official Plan Housing Targets and Achievements



City

Total Units	
Target	40,000
Approvals 1976-'86	44,231
Completions '76-'90	40,913

Private Units	
Target	20,000
Approvals 1976-'86	30,356
Completions '76-'90	27,259

Units Suitable for Children	
Target	5,000
Approvals 1976-'86	5,707
Completions '76-'90	5,125

Other Units	
Target	15,000
Approvals 1976-'86	24,649
Completions '76-'90	22,134

Assisted Units	
Target	20,000
Approvals 1976-'86	13,875
Completions '76-'90	13,654

Units Suitable for Children	
Target	5,000
Approvals 1976-'86	2,134
Completions '76-'90	2,100

Other Units	
Target	15,000
Approvals 1976-'86	11,741
Completions '76-'90	11,554

Central Area

Total Units	
Target	30,000
Approvals 1976-'86	28,425
Completions '76-'90	25,473

Private Units	
Target	15,000
Approvals 1976-'86	20,501
Completions '76-'90	17,963

Assisted Units	
Target	15,000
Approvals 1976-'86	7,924
Completions '76-'90	7,510

Units Suitable for Children	
Target	5,000
Approvals 1976-'86	2,831
Completions '76-'90	2,537

Other Units	
Target	25,000
Approvals 1976-'86	25,594
Completions '76-'90	22,936

Notes:

- Achievement toward targets was measured by approvals granted between 1976 and 1986. Completions from 1976 to date are shown to illustrate actual change in housing stock.
- Numbers of Completions Suitable for Children have been estimated.

7.2.2.2
Successes and Failures

As the *Living Room II* report noted, a main drawback to the 1976–1986 targets was the decision to count, as achievements toward the targets, all housing proposed in developments approved by City Council, rather than only housing actually built or completed. Measured by approvals only, we achieved more private market housing than the targets called for, but still fell short in the area of assisted housing. By the end of 1985, just over 30,000 private market housing units and almost 14,000 assisted housing units were approved for development within the City; this included some 20,000 private market and 8,000 assisted housing units for the Central Area. Even when measured by approvals, assisted housing targets were far from being met.

Some approved developments, however, were never started, while others were slow to start. It became clear that a few developers were seeking approvals simply to increase the value of their land. Others found themselves facing financing problems as interest rates rose, and delayed construction. Still others, who had obtained approval to build large condominium apartments, were submitting new applications to build smaller, less expensive apartments.

Thus far, the housing approved has not all been built, and the private housing targeted has been built over a 15-year period, rather than the 10-year period which the 1976 Plan visualized. By the end of 1990, just over 27,000 (90 percent) of the private housing units approved and 13,600 (98 percent) of the assisted housing units approved had been completed. Almost 18,000 (66 percent) of the private housing units and just over 7,500 (55 percent) of the assisted housing units had been built within the Central Area.

Achievements toward the 1986–1991 social housing target were to be measured as net additions to the social housing portion of the housing stock, over and above losses of housing from the private rental stock. This called for an average annual production of 1,200 new social housing units to be built over the five-year period, plus the construction of however many extra social housing units were needed to compensate for private rental housing losses over the same period.

Over the four-year period from 1986 to 1990, the City-wide social housing target, which the *Living Room II* report recommended, called for a net increase of 4,800 social housing units over and above the losses of private rental housing. Thus far, achievements have fallen considerably short of expectations. Just over 3,500 new social housing units have been built. But, an estimated 3,000 private rental units have been removed from the housing stock, leaving a net increase of only 500 units rather than the targeted 4,800 units.

Although we failed to meet the assisted and social housing targets, the 1976 Official Plan goals of promoting new housing development within the Central Area and encouraging mixed commercial-residential development within the Central Core are being reached. Since 1976, almost 41,000 new housing units have been built within the City, including almost 25,500 new units in the Central Area. The private market has provided over two-thirds of this new housing, both in the City and the Central Area. Moreover, within the Central Area, a great deal of the new private market housing has been built in the Central Core's mixed commercial-residential districts.

As *Cityplan '91 Background Report No. 5: Central Area Trends* has concluded, new housing development within the Central Area has been largely responsible for the recent upturn in the City's population, which had dropped by just over 114,000 people during the 1971–1981 period, but rose by some 13,000 people between 1981 and 1986. The increase has occurred only within the Central Area; the number of people living in the outer neighbourhoods has continued to fall. This success in promoting new housing development in the Central Area, and mixed commercial residential development in the Central Core, has been a significant achievement, given tough market conditions and the sceptical attitudes of some members of the community. Many people – developers, government officials, even planners, were sceptical that the City could get much new housing built downtown.

On the downside, however, we failed also to meet the Official Plan's family housing targets. Even by liberal interpretation of development achievements, we fell short. Between 1976 and 1986, over 14,000 houses and apartments with two or more bedrooms were built within the City. But little more than one-half were provided in the forms of housing that satisfied the Official Plan's definition of suitability for children (i.e., having direct, non-mechanical access to the ground level). The private sector built almost three-quarters of this family housing, but at prices and rents well beyond the means of families with below average incomes. By comparison, most of the larger social housing units are housing such families, whether or not they meet the Official Plan's definition of suitability for children. The new Official Plan must strive hard to do better.

The Part II Official Plans for a number of City neighbourhoods have followed the Part I Official Plan's lead in setting objectives for social housing and housing suitable for families with children. The most effective plans have been those for entirely new neighbourhoods, such as St. Lawrence and Frankel-Lambert. These plans have been most successful for a number of reasons. For example, they have developed comprehensive schemes to deal with a complete range of community and other services. They have been large enough to support economically a sizable number of social and family housing units in the overall housing mix. They have included an economically and socially diverse population. They have developed detailed proposals for ensuring that the quality of the housing is high.

Following the success of the St. Lawrence Part II Plan, Part II Plans for Harbourfront and the Railway Lands have included targets for both social housing and housing suitable for families. These and future schemes, however, will have to avoid some of the other mistakes made in the past: notably, acquiring sites without adequately assessing their physical or environmental quality and without planning adequately for the provision of a full range of community services and facilities.

In sum, to avoid making such mistakes in future and to provide a wider range of choice for families, future housing must be created in well-designed, well-serviced, liveable neighbourhoods. We must ensure that the environment is safe and that community services and facilities adequate for the needs of new residents are already in place when they move in. Finally, as discussed in detail (in section 7.2.3.4 of this chapter), we must also broaden the definition of housing suitable for families with children to include any apartments within buildings which are carefully designed with the needs of children and parents in mind.

7.2.2.3
Assisted Housing Policy Adjustment

The City's failure to achieve the assisted housing targets was due in large measure to inadequate Federal and Provincial government subsidy programs and policies. The City had taken all steps possible within its own jurisdiction to provide the opportunity to develop housing for low-and moderate-income residents.

The City's 1976 Part I Official Plan incorporated assisted housing bonus provisions. Section 1A.21 allowed City Council to pass by-laws permitting up to 25 percent increases in residential density in mixed-use districts throughout the Central Area, except for the Financial District, provided that the bonus density was used for assisted housing only. Any developer, private or non-profit, was eligible for the bonus density, which was extended to certain parts of the City, outside the Central Area, through Part II Plans.

Programs which appeared to suit private sector developments containing a mixture of assisted and private market housing were:

- the Federal government's social housing programs for municipal non-profit, private non-profit and non-profit cooperative housing;

- the 1975–1978 Federal/Provincial Assisted Home-Ownership Programs; and

- the Federal/Provincial Rent Supplement program, operated by the Ontario Housing Corporation (OHC) using Federal and Provincial funds to subsidize rents of low-to-moderate income tenants of both private and social housing.

While housing provided under all of these programs appeared to qualify for the assisted housing bonus density, and while the 1976–1986 assisted housing targets were set with the expectation that all would qualify, in fact, virtually all of the assisted housing built in the City since 1976 has been social housing. The assisted home ownership programs generally set price limits which were too low, given the high value of land in the City. Moreover, during their short lives, the programs were opened up to buyers of all income levels, so that they no longer met the Official Plan definition of assisted housing, which specified housing to meet the needs of primarily low-to-moderate income households with below average income. (Section 10.1(k)) As for the Rent Supplement program, OHC was unwilling to commit funds for long-term rent supplements to reduce rents for bonus density units to geared-to-income levels, in new private rental buildings. Apparently, OHC decided that rent supplement funds could be used more effectively in older, lower rental buildings, and in non-profit buildings.

Given OHC's unwillingness to commit funds for long-term rent supplement units in new privately-developed projects, City Council resolved to award the bonus density for only social housing. In May 1988, the legislation was introduced to reserve the bonus density for social housing, operated by non-profit housing producers, whether on leased or owned sites.

While the Official Plan's bonus density provisions were of little or no use in securing private sector contributions toward providing affordable housing for low-to-moderate income tenants, City Council was able to secure private sector investment in social housing through other initiatives, which generally fell into two categories:

- conveyance to the City of land for non-profit housing in the context of negotiated, site specific Official Plan Amendments; and

- including specific non-profit housing requirements in Part II Plans for major new developments.

Up until 1983, when Section 36 was incorporated in the Planning Act, the kinds of agreements that City Council used to secure these private sector contributions were not explicitly authorized by the Planning Act. Nor were they clearly legally binding on the title when the owners subsequently sold the lands to which the agreements applied. Section 36 authorizes Council to pass by-laws permitting increases in the height and/or density of development that would otherwise be permitted, in return for contributions toward provision of social housing or other forms of public amenities; and Section 36 agreements can be registered on title to the lands to which they apply. As a consequence, the City's negotiated agreements with private developers stand on much firmer legal ground.

Before entering into Section 36 agreements, municipalities are required by the Planning Act to have policies in their Official Plans that authorize height and density increases in exchange for the provision of social housing or other kinds of public benefits. Because the City of Toronto's Part I Plan has not been amended to permit this form of bonus, authorization for it typically has had to be incorporated into Part II Plans, or site specific Official Plan amendments.

The issue of bonusing for social housing or other benefits by way of Section 36 agreements has been complicated by a series of City Council actions. The November, 1987 Planning report, *Assisted Housing: Options for Private Sector Involvement*, set out policy guidelines for the use of Section 36 height and density bonus incentives. Council decided not to endorse these guidelines. Instead, Council suspended the use of Section 36 in the context of Official Plan Amendments for sites in the Central Area because the whole issue of bonusing was to be reconsidered in the Cityplan '91 process. In May, 1989, however, Council authorized the use of Section 36 for "pipeline" projects, in accordance with the policy guidelines recommended in an April, 1989 Planning report entitled *Section 36 Guidelines: Interim Criteria for Pipeline Projects*. Recently, as an interim policy, pending completion of the Cityplan '91 process, Council has also endorsed the use of Section 36 for certain other applications involving Official Plan Amendments in the Central Area, and for applications involving residential density increases outside the Central Area.

Council's practice of securing private sector investment in social housing through the use of Section 36 agreements and other mechanisms has been important. Since the early 1980s, the private sector has contributed land for some 6,000 social housing units and over $19 million cash-in-lieu of land. Many of these contributions have been secured by negotiated site specific Official Plan Amendments which authorized permitted residential density in the Financial District, which is not a priority district for housing development, to be converted to increased commercial density.

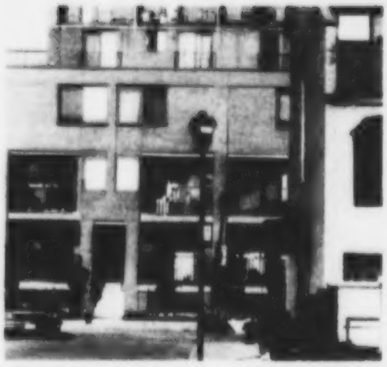
7.2.2.4
Social Housing Needs

The City's failure to achieve its assisted and social housing targets has been particularly distressing, because these targets were based on reasonable expectations of funding from Federal and Provincial housing programs, which were in place when the targets were set, rather than on actual need. The true "need" for non-profit housing is, for all practical purposes, unlimited. "The need (for affordable housing for low- and moderate-income people) is so great and so far from being satisfied," urban analyst and former Toronto Mayor John Sewell told the Cityplan '91 Forum, "that it makes little sense to spend a great deal of time arguing over the nuances of housing needs."

In personal terms, the consequences of this unmet housing need have been devastating to thousands of individuals and families living in our City. When a family spends a third to half of its modest income on rent, it doesn't have much left over to buy food, clothing or the other necessities of life. Social equity, not to mention common humanity, demands that the City make all possible efforts to lessen these hardships via its new Official Plan and other initiatives.

In order to better understand the dimensions of the problem, however, some basic research was undertaken. Existing and future needs for rent-geared-to-income [RGI] housing in the City have been documented in *Cityplan '91 Background Report No. 15: Toward a Housing Needs Assessment for the City of Toronto.* Based on extremely conservative assumptions, this report has estimated that a minimum of 68,620 tenant households (or 60 percent of all low- and moderate-income tenants in the City) are now paying more than they can afford for housing and, therefore, need RGI units. And just over 11,000 more low-income tenant households are expected to be in the same situation by 1999. Even if we built three times as much social housing in the next 15 years as we did in the last 15, we would still fall far short of meeting existing and future need for RGI housing.

Not all housing affordability problems, however, need to be addressed by new social housing supply. A multi-pronged attack on the affordability crisis is needed. Some problems can be addressed by converting existing rental housing to social housing, and some can be alleviated by providing rent supplements to reduce rents in private rental housing. Under new Provincial housing policies, converting private rental housing to non-profit housing is likely to become a significant factor in protecting the existing rental housing stock. City Council has supported this form of conversion. It has also advocated that the Provincial government provide rent supplements for low-income tenants who face "economic eviction" as a result of being unable to meet rent increases.



"The need (for social housing) is so great, and so far from being satisfied, that it makes little sense to spend a great deal of time arguing over the nuances of housing needs." *John Sewell*

7.2.2.5
Factors Which Contributed to Tremendous Need for Social Housing

Although almost 41,000 new housing units have been built since the last Official Plan in 1976, there has been a net loss in affordable rental units.

While the City's failure to meet its assisted and social housing targets has been due largely to the Federal and Provincial governments' failure to fund social housing programs adequately, the tremendous need for RGI housing in the City has been only partly due to failure to meet the targets. Several demographic and economic changes have increased the demand for housing, and have made the Toronto housing market even tighter and more expensive for everyone. These changes include:

- the maturing of the baby boom generation, which has resulted in a dramatic increase in single-person and other small non-family households, especially in the City as compared to other municipalities in the Region;

- high rates of in-migration from the rest of Canada and abroad, with the Toronto Census Metropolitan Area (CMA) traditionally having to house 60 to 70 percent of all off-shore immigrants; and

- changes in the economic base which have been accompanied by increased demand for housing for service sector employees, many of whom earn relatively low wages and have relatively low job security.

The tremendous need for RGI housing in the City has also been related to other supply factors, such as losses of housing from the private rental stock, especially from the pre-1976 moderate-rental portion of the housing stock which has been subject to rent review since 1975. Developments which have reduced the private rental stock have been a source of increasing concern, including:

- apartment house demolitions;

- conversion of rental apartments to condominiums, to equity cooperatives and other forms of shared ownership, to apartment or "suite" hotels, and to various other uses; and

- deconversion – removal of rental rooms and apartments from houses.

From 1976 to 1986, these developments removed considerably more housing from the pre-1976, moderate-rental portion of the housing stock than new non-profit housing construction added. Private market additions to the rental housing stock were mainly new, higher-rental apartments (roughly one-half in condominium buildings) and houses which were previously owner-occupied. The net result was a considerable loss of housing affordable for low- and moderate-income tenants (those with incomes in the lowest 60 percent of all house-hold incomes in the Toronto CMA).

The private rental housing stock has come under intense pressures to be demolished or converted to more expensive forms of housing. These pressures have originated in market circumstances, most significantly, intense demand for the limited amount of moderate-rental housing, which cannot be replaced at current costs, while governed by rent control legislation. Under these conditions, vacancy rates for rental apartments have been consistently below one percent; and many landlords have been tempted to get out of rental housing and into more profitable forms of housing or commercial development. The results for low- and moderate-income people seeking a place to live in the City have been severe indeed.

The housing policy framework which City Council adopted in 1976 did not anticipate these sources of pressure on the private rental housing stock. The market circumstances in which these developments originated were largely unforeseen at that time. The 1982 Planning report *Confronting the Crisis* and the 1986 *Living Room II* report both reviewed City housing policy and, in particular, City Council's efforts to limit losses of private rental housing. By 1986, Council had taken all steps possible within its own jurisdiction to limit these losses. However, until the Provincial Rental Housing Protection Act (RHPA) was introduced, Council could only delay issuing permits to demolish apartment buildings (it could not refuse to issue them), and had effective control only over conversion of rental apartments to condominiums, under its own condominium policy.

Recognizing a critical shortage of affordable private rental housing for low- and moderate-income tenants, the Province passed the RHPA in 1986. At the same time, it extended rent review to post-1975 private rental housing. The 1986 RHPA and its 1989 revision have empowered local municipalities to limit losses of private rental housing from demolition, conversion to uses other than rental housing, luxury renovations, and severances.

City Council has implemented this Act and its own condominium conversion policy strictly. The results have been impressive. On average, over the 1976 to 1986 period, net losses from the moderate-rental housing stock were an estimated 2,000 apartments annually. In comparison, from mid-1986, when the RHPA was put in place, until mid-1990, just under 100 apartments were removed from that portion of the private rental stock which the Act covers. However, losses due to deconversion of smaller buildings, which the Act does not cover, have continued to average around an estimated 1,000 rental housing units annually.

Another major issue involving the private rental stock has been its conservation. Due to their age, many of the City's private rental apartment buildings will require substantial repairs and renovations over the next two decades. The City's experience in implementing the RHPA has shown that allowing landlords to raise rents to cover renovation costs has tended to increase the rents so much that many lower income tenants have been unable to afford the new rents. This issue is the subject of the Apartment Conservation Study, jointly funded by the Ministry of Housing and the City, which is expected to be completed by year end, before the current Provincial moratorium on rent increases above the statutory guidelines expires.

The lack of affordable housing in the suburbs has also contributed to the need for social housing in the City. Since the latter 1970s, the development industry has concentrated on producing expensive housing for homeowners who want to "move up" to more luxurious housing. Only recently has it begun to provide more housing for first-time buyers. As a result, those higher income tenants who might prefer to buy, rather than continue to rent, have had relatively few opportunities to do so.

Moreover, within the Greater Toronto Area (GTA), few municipalities have been planning and zoning their land so as to provide opportunities for the development of affordable housing for low- and moderate-income households. Only the City of Toronto, Metropolitan Toronto and the Region of Peel have established municipal non-profit housing development corporations. Furthermore, the City of Toronto is the only municipality which permits accessory apartments to be created within existing houses without restrictive conditions. Any substantial increase in the suburban supply of affordable housing for first-time buyers and low-and moderate-income tenants would, therefore, reduce the demand for affordable rental housing within the City of Toronto, and make an essential contribution toward solving the housing affordability crisis in the Region.

7.2.2.6
Provincial Policy Statement

The Province has begun to take the initiative in this area. The 1989 Provincial policy statement: *Land Use Planning For Housing* has been issued under the Planning Act. Municipalities are now required to apply this Provincial policy in all land use decisions, and to pass Official Plan policies and zoning regulations to implement the policy. Within the Toronto CMA, the deadline for implementation is August 1, 1991. All of this should alleviate some of the pressure on the City.

As the July 5, 1990 City Planning report entitled *Approved Provincial Policy Statement: Land Use Planning For Housing* has indicated, the Provincial policy's major thrust in the Toronto CMA is to prod suburban and outer suburban municipalities to:

- raise residential densities to provide opportunities for development of more townhouses, apartments and other relatively inexpensive types of ownership housing;

- provide opportunities for creation of the full range of housing types which the regional population will need, including social housing, rooming houses, rental apartments within existing houses, and any other forms of housing affordable for households with income in the lower 60 percent of all household incomes; and

- provide opportunities for the creation of new housing through various forms of residential intensification, such as conversion of existing non-residential buildings, infill development on vacant or under-used sites, and redevelopment.

The feature of the Provincial policy which has attracted most attention is the requirement that each municipality ensure that at minimum 25 percent of all new housing in its area will be affordable (i.e., costs no more than 30 percent of before tax income) for the full range of households with incomes in the lower 60 percent of all household incomes. If the need for affordable housing which planning studies identify exceeds 25 percent, however, then municipalities with higher needs have to set higher targets to meet their needs, regardless of the amount of affordable housing already existing.

This means that higher income municipalities within the GTA will have to provide opportunities for the development of some social housing. It also means, that the City of Toronto will have to continue to set social housing targets at a minimum of 50 percent of all new housing targets, because the need for social housing is already so great. We cannot over-emphasize the onus that the Provincial policy has placed on City Council to meet low- and moderate-income housing needs beyond the minimum of 25 percent of all new housing; to protect the existing private rental stock; and to protect rooming houses.

7.2.2.7
Rationale For New Targets

This chapter proposes new 10-year housing targets for the City, for the Central Area, and for private market and social housing. The housing targets, described in detail in Sections 7.2.3.2 and 7.2.3.3 of this chapter, have been based on the amount and type of housing that could reasonably be built to produce high quality neighbourhoods.

Substantially increasing the supply of housing located in the Central Area in a manner that ensures high quality, liveable and environmentally friendly neighbourhoods is the single most important objective of the new Plan. Planning studies show that the Central Area targets proposed in this chapter can be realistically achieved. Almost 36,000 new housing units (35 percent of which are social units) are presently either under construction (4,234), approved (4,880), or under consideration as part of current planning studies. This latter category includes 7,000 units in Ataratiri, over 3,000 units in the Railway Lands, and 2,700 units in the West Massey/Niagara district. Many of these projects are located within the Central Area on land which was previously used for industrial and transportation purposes. (See Map 7.2, Potential New Residential Neighbourhoods)

The private housing target has been based on analyses of the land supply available at appropriate residential densities rather than on estimated demand for such housing. Over the next 10 years, the demand for housing within the City and the GTA is likely to be fuelled by offshore in-migration. According to demographers, demand from new households being formed has now peaked; net annual household formation in the 25–35 age group, the main first-time home buyer age, has dropped to about one-third of the level it reached in the early 1980s. Forecasts of the future effects of in-migration on the demand for housing agree that in-migration from abroad, which has been growing in recent years, will continue to increase. Forecasts about in-migration from the rest of the country vary, with some predicting that the regional economy's strength, even in recessionary times, will continue to attract people. Others predict that in-migration from other parts of Canada will slow to a trickle, or even turn into an out-migration. Continued de-industrialization and the effects of free trade agreements may also change demand for housing in ways which cannot be anticipated now.

Recently, David Keenan, President of the Toronto Home Builders Association, has estimated that up to 30,000 new private market homes a year will be needed in the GTA during the 1990s. If the estimate is accurate, and the City of Toronto simply maintains its almost 10 percent share of GTA growth, then the new 10-year private market housing target proposed in this chapter should be within reach.

Currently, a "glut" of condominium apartments made available for rent has slightly increased vacancy rates in the higher end of the rental market, and a significant recession appears likely to dominate the early part of the 1990s. Nevertheless, over the next 10 years, we can reasonably expect the private market to provide more new housing in the City and the Central Area than the 1976–1986 Official Plan targets called for. Such expectations are reasonable because:

- although the private market housing target recommended in this chapter has not been based on estimated demand for such

Increasing the supply of housing within new and existing neighbourhoods is the top priority of the new Plan.

housing, City staff has determined that an adequate supply of land, at appropriate residential densities, will be available;

- condominium developers have shifted from producing large apartments to producing more but smaller apartments, which are easier to rent on a short-term basis during periods when the ownership housing market cools down;

- City Council has begun to promote more intensive housing development along Toronto's main streets; and

- the role of the City's land development activities, for example, in Ataratiri and on the Sears Warehouse site, will also favour the production of more private housing.

The great majority of new private market housing, however, will continue to be condominium apartments. The decline in private rental housing production began in the early 1970s. Since then, it has averaged around 10 percent of new private market housing starts annually. Even if rent review were to be phased out, given high land values and tenants' low incomes, no higher production rate during the next decade could be expected, unless private rental housing is built on lands leased from governments at nominal rents. The rental market is dominated by low- and moderate-income households that cannot afford the cost-recovery rents that would be necessary for new apartments built on expensive land. Thus, the private rental market will be increasingly constrained by tenants' low incomes.

In introducing the Provincial policy statement on *Land Use Planning For Housing*, the Minister of Housing of the day indicated that:

- rent review legislation and the RHPA are likely to remain in effect until rental apartment vacancy rates consistently reach optimal levels – variously estimated at from three to five percent;

- within the GTA, increasing the supply of housing at the lower end of the price range, for first-time home buyers, is expected to attract many higher income tenants out of the rental market, thereby raising rental vacancy rates slightly;

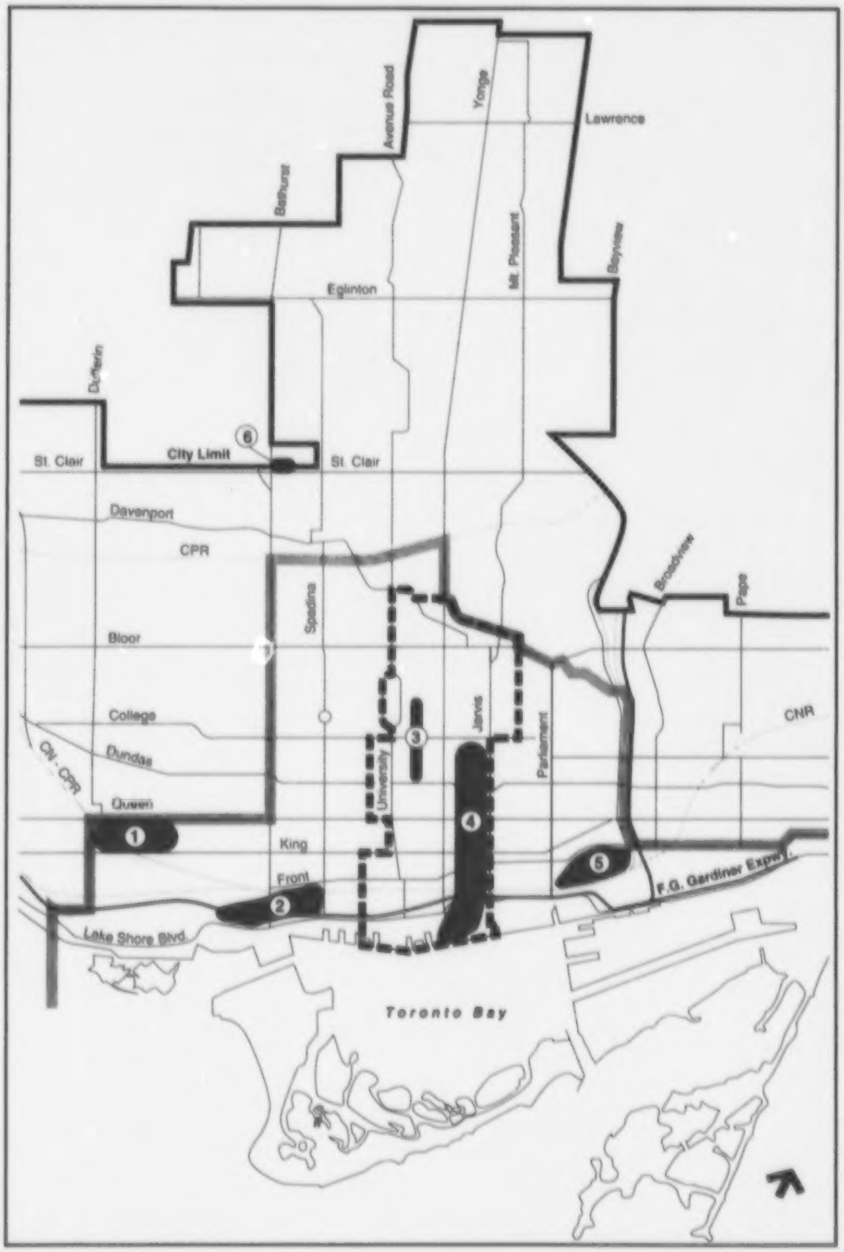
- within Metropolitan Toronto, given high land values, affordable housing for low- and moderate-income households is expected to be provided entirely or primarily in the form of social housing.

We cannot estimate reliably the amount and type of new social housing which will be provided in the City over the next 10 years because this sector depends primarily on funding by senior governments. Since the mid-1980s, Federal government cut-backs to the Federal/Provincial non-profit housing programs have been severe; the share of the Federal budget going to housing has steadily fallen from 1.65 percent in 1984 to 1.3 percent in 1989. The Federal government, obviously, has no will to fund social housing adequately.

The Province, for its part, put in place its own "Homes Now" program in 1988, which was given funds to subsidize 30,000 new social housing units across the Province by 1992. The April, 1991, Provincial Budget indicated continuing financial support for some 35,000 units of non-profit and co-operative housing that have been committed, but not yet built under past programs, including "Homes Now". It also made a commitment to fund an additional 10,000 non-profit units. In presenting the Budget the Provincial Treasurer identified housing as "a key priority of this government". Since the Ministry of Housing has made a commitment to put in place an ongoing program that would fund a predictable number of new non-profit housing units each year, we can

Map 7.1
Potential New Residential Neighbourhoods

1 Queen/Dufferin/King/Shaw
2 Railway Lands/Bathurst-Strachan
3 Bay Street Corridor
4 Bayfront/East Downtown
5 Ataratiri/Gooderham Worts
6 Bathurst/St. Clair - Heath Park


Avenue Road
Yonge
Lawrence
Bathurst
Mt. Pleasant
Bayview
Eglinton
Dufferin
6
St. Clair
City Limit
St. Clair
Davenport
CPR
Spadina
Broadview
Pape
Bloor
College
3
Jarvis
Parliament
CNR
CN - CPR
Dundas
Queen
University
4
1
King
5
Front
F.G. Gardiner Expwy.
2
Lake Shore Blvd.
Toronto Bay

only hope that the commitment of funds will be substantial. The Provincial budget deficit may be high, but so is the need for affordable housing.

The City's Official Plan land banking policy makes a vitally important contribution to construction of social housing (Section 2A.7). Since 1973, the City has acquired over 60 major land parcels for affordable housing, mainly social housing. The land bank has provided land for Cityhome, as well as for cooperative and private non-profit housing agencies building under the Federal/Provincial non-profit programs. In some instances, the City has written down the cost of lands made available to the non-profit sector, to make development possible within the capital cost constraints of the programs. This has occurred, in particular, over the last two years, because of rapidly escalating land costs. This policy will continue to be crucial to efforts to achieve the new social housing targets.

Given the City's overwhelming need for social housing, and the uncertainty of senior government funding, continued private sector contributions will be crucial also to the City's ability to reach its social housing targets. Private sector contributions are needed to obtain sites for all the new social housing projected, and to enable the City to subsidize projects so that housing can be built within the Federal/Provincial maximum unit price limits. Chapter 10.1 of this report summarizes a system of levies and bonuses which would be used to secure private sector contributions for social housing and other public amenities needed to support future residential growth.

Since the mid-1970s, there has been an overall reduction in the amount of affordable housing for low- and moderate-income people in the City and in the Central Area. The targets for creating new social housing have not been met; the number of affordable private rental units has declined; and market conditions have tightened. But the need for affordable housing for low- and moderate-income tenants remains staggering. In the new Official Plan, we must establish policies and funding mechanisms to ensure that the existing supply of private rental housing is protected, and that the necessary funds to support significantly higher levels of social housing provision are available.

7.2.3
DIRECTIONS

7.2.3.1
Providing Housing for a Population of at Least 725,000 People by the Year 2011

Recommended Amendments to Official Plan Housing Goals

200 The housing goals of Council are:

i) to provide decent housing to all residents in a suitable living environment;

ii) to provide a range of housing types to meet the needs of all residents, including **affordable housing** for low and moderate income residents;

iii) to preserve and improve existing housing and existing **residence areas**; and

iv) to provide housing which is accessible to people with physical and other forms of disabilities and meets their needs for support services.

Recommended Definitions

201 "**Affordable**" means total annual housing costs which do not exceed 25 percent of gross annual household income in the case of rental housing, and 30 percent in the case of ownership housing.

202 "**Affordable Housing**" means housing which would have rents or prices that would be affordable to households with a range of incomes in the lowest 60 percent of the income distributions for tenant households of various sizes and composition within the Toronto Census Metropolitan Area; and which would be provided primarily for occupancy by such households, on an ongoing basis.

Affordable Housing includes Social Housing as defined in the City of Toronto Act, 1988 (Section 2.(1)) and any other government-assisted housing or *bona fide* non-profit housing which the City of Toronto may recognize as Affordable Housing from time to time.

Explanation

The current Official Plan incorporates the following housing goals:

i) the provision of decent housing to all residents in a suitable living environment at prices which they can afford;

ii) the equitable distribution of housing to meet the needs of identified target income groups;

iii) the preservation and improvement of existing housing and existing residence areas; and

iv) the provision of housing which is accessible to and meets the needs of the handicapped and the elderly. (Section 2A.1)

These Official Plan goals may reflect the general intent of the Provincial policy statement: *Land Use Planning for Housing*. However, they do not do so explicitly; nor do they include an explicit reference to affordable housing, for low and moderate-income residents. Moreover, the Provincial government has amended the Planning Act to include "provision of a range of housing types" in the list of matters of Provincial interest which the Minister of Municipal Affairs must consider when reviewing Official Plans or Amendments thereto. For these reasons, we are proposing that goal (iii) remain as is, but that the other three goals be changed, as follows:

i) the reference to affordable prices be deleted;

ii) be replaced by a statement which includes both provision of a range of housing types to meet all needs and affordable housing for low- and moderate-income residents; and

iv) be reworded to replace references to "the handicapped" and "the elderly" with terms more compatible with policies proposed later in Section 7.2.3.6 of this chapter on integrating housing for people with physical and other kinds of disabilities in neighbourhoods.

City Council has recently adopted the definitions of Affordable and Affordable Housing which we are proposing should also be incorporated in the Official Plan.

In the City of Toronto Act, 1988 (Section 2.1), Social Housing is defined as a program or project:

"a) That, in the opinion of Council, is designed to provide housing accommodation primarily for persons with low to moderate incomes, at a charge not exceeding the greater of:

i) the amount required to finance, operate and maintain such accommodation without profit; or

ii) the amount required to be charged for such accommodation under the terms of an agreement respecting the financing of the accommodation where one part is the Provincial or Federal government or an agency thereof; and such accommodation is entirely owned by or leased to, and operated by one or more of,

iii) a non-profit co-operative housing corporation as defined in the Residential Rent Regulation Act, 1986; or

iv) a non-profit corporation as defined in the National Housing Act (Canada); or

b) that provides housing accommodation that is owned and operated by or on behalf of the City of Toronto Non-Profit Housing Corporation."

7.2.3.2
Providing New Housing Opportunities Throughout the City

Recommended Official Plan Policy

203 Council's long-term housing target is to provide the opportunity for 45,000 new dwelling units to be built within the City by 2001, 35,000 of which should be located within the **Central Area**.

Explanation

Background research has evaluated currently proposed housing developments. This evaluation, examined in more detail later in the discussion of housing intensification in Section 7.2.3.4 of this chapter, is a good place to start developing new housing targets. The Official Plan should provide a realistic blueprint for the future. As always, a balancing act between the pragmatic and the ideal is involved. Ambitious, but realistic, targets can stimulate increased efforts.

Environmental concerns about the suitability of certain sites for housing, and the economic viability of private sector projects, suggest that 45,000 units is an ambitious but realistic City-wide housing production target for next 10 years. Of these, 35,000 units are to be located in the Central Area. Current recessionary conditions may delay the progress of projects that Council has already approved, but the targets remain attainable over the longer term.

Our confidence in proposing a target of 45,000 units over a 10-year period is bolstered by a number of other factors. Some under-used, non-residential and public land is expected to be made available for housing. More intensive use of the existing housing stock, for example, through Council's efforts to encourage single-family houses to be converted into multiple-family buildings, where appropriate, should bear fruit. Developers are expected to continue their recent shift toward producing more small apartments. And, an economic feasibility study of the potential for more housing development on main streets has estimated that, with certain zoning changes, over 10,000 housing units could be built on main streets over the next 20 years.

As noted earlier, the number of units produced is important, but not the City's only concern. Council's prime interest is in creating high quality, liveable communities. Such features as building heights and overall densities, as well as community facilities and services, are just as important as the total number of units built.

We are convinced that 45,000 new housing units can be built, and that the services and facilities necessary to create liveable communities can be provided. Much of the Central Area potential for housing is shown on Map 7.1. Housing production in these areas will have to be complemented by improvements to surface transit lines, as well as by improvements to local community services, parks and public open space. For example, the revitalization of the Lower Don River Valley, discussed in Chapter 4, will provide an important amenity for the new Ataratiri neighbourhood, as well as for those people already living near the river.

7.2.3.3
Making Housing Affordable to Low- and Moderate-Income Residents

Recommended Official Plan Policy

204 Council's long-term housing target is that a minimum of 22,500 new dwelling units built by 2001 within the City should be **social housing** units provided by non-profit housing agencies, 17,500 of which should be located within the Central Area; and that at least one-half of the new **social housing** units should be provided for residents who require rent-geared-to-income assistance.

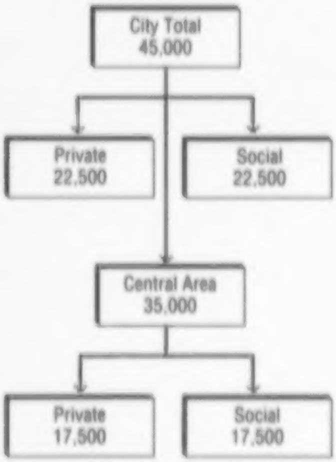
Explanation

Sufficient affordable housing is a key indicator of a city's humanity, equity and overall liveability. The link between housing and poverty was made by many participants in the Cityplan '91 process, like the survey respondent who wrote with some passion, "If housing/renting costs were realistic, given annual incomes, maybe food banks, shelters etc., would not be needed. When my rent EATS one-half to two-thirds of my income – is that fair, just, realistic, something to be proud of as a Canadian?". We must use the new Official Plan to try to alleviate the pain of both present residents who already face acute problems and future residents who are likely to be in need.

Toronto's housing affordability crisis has deep roots. Since the mid-1970s, average prices of ownership housing have more than tripled and apartment rents (in spite of rent control) have become ever less affordable for low-income tenants. The largest concentrations of low-income households in the Toronto CMA live in the City of Toronto. In 1985, average household income in the City was only 79 percent of the average across the entire Region. And the service economy of downtown Toronto (one of the recent growth areas of the local economy), provides many low-paying jobs, particularly in retail services, hotels and hospitals. Such low-income workers are, obviously, most affected by the shortage of affordable housing. They are all too often faced with the prospect of having to move when their low-cost housing disappears (by demolition or conversion) or their rents rise beyond their ability to pay.

Background Report No. 15: Toward A Housing Needs Assessment For the City of Toronto, found that households currently paying more than they

Figure 7.12
Proposed Housing Targets 1991–2001*
City and Central Area



* Achievement toward targets will be measured in terms of completions from January 1991 to January 2001.

can afford for housing include just under 14,600 homeowners (i.e., 29 percent of all low-to-moderate income homeowners), and just under 69,000 tenant households (i.e., over 60 percent of all low-to-moderate tenants).

In general terms, homeowners are undoubtedly in a better position than renters, many of whom have trouble meeting their current rent, let alone ever being in a position to own a home. While some homeowners do face severe problems in meeting the other costs of owning a home, the percentage of all homeowners experiencing affordability problems has been falling. By stark contrast, the percentage of tenant households with housing affordability problems has been rising.

In most cases, homeowners have more options than tenants to alleviate their affordability problems. On average, homeowners' incomes have been almost double those of tenants. Moreover, the gap between homeowners' and tenants' income has been widening. In the City of Toronto, tenants' median income as a percentage of owners' median income has dropped from 67 percent in 1970 to 54 percent in 1985. The same trend has occurred across the entire Toronto CMA.

Moreover, owners have built up equity in their homes, which provides them the opportunity to sell their current place and buy or rent a more affordable place to live if the economic pressures become too great. They will not be left homeless. They might also alleviate their economic problems by renting out part of their home or by arranging reverse mortgage schemes. For the last 15 to 20 years, however, most tenant households have not had the option of reducing the burden of their housing costs by moving to less expensive housing, because near zero vacancy rates have prevailed in the Toronto rental market. *Background Report No. 15* emphasized the worsening position of Toronto's tenant population:

> "Coupled with very low levels of additional supply to the rental housing stock and the loss of affordable rental units through gentrification and deintensification, low vacancy rates have meant a worsening of the situation for tenant households in the City of Toronto. This alone suggests that when assessing need and setting future housing targets the rental sector should be treated differently from the ownership sector."

Given the extremely high land values in the City of Toronto and all the pressures discussed in detail earlier, traditional forms of private rental and ownership housing are unlikely to be built at rents or prices which low- and moderate-income tenants can afford. Social housing is now, and will continue to be, the main form of affordable housing provided in the City. The rent-geared-to-income (RGI) portion of the social housing stock guarantees long-term affordability and security of tenure for even the lowest income tenants.

A major challenge over the next 10 years, therefore, will be to increase the social housing stock within the City and the Central Area, at least to the level necessary to meet the forecast increased need for such housing. Consequently, we are proposing that the Official Plan continue to set targets for the non-profit housing sector, but also specify that at least one-half of the non-profit units should be RGI units.

Given that we cannot re-house, in new rent-geared-to-income units, the existing 60,000 to 70,000 tenant households who are now facing severe economic problems where do we start in setting social housing targets? We are proposing that the 1991–2001 social housing target be set at one-half of the proposed 45,000 unit total housing target. This is the same division of the total target as the Plan provided for over the 1976 to 1986 period, and complies with the Provincial *Land Use Planning for Housing* policy's requirements. (see Figure 7.12)

As noted earlier, the Provincial policy requires City Council to plan for at least 25 percent of all new housing to be provided within the City during the next decade to be affordable for low- and moderate-income households. To plan for at least 25 percent of all new housing to be provided in the form of RGI units, given social housing programs which have historically mixed RGI and market-rent units within particular developments, we should aim for twice as much social housing as RGI housing.

Background Report No. 15 estimated that the need for RGI units within the City would increase by about 13,000 to 14,000 units over the next decade. With RGI units composing one-half of the social housing target, the proposed social housing target of 22,500 units would only be enough to cover most of the anticipated growth in low and moderate-income households who would face severe affordability problems if these RGI units are not built. The proposed target, unfortunately, would do nothing to alleviate the existing needs. Senior governments must do more to help the City alleviate this problem.

We expect that these 22,500 social housing units will be provided by non-profit housing agencies, including Cityhome, over the next 10 years. Efforts must be made, however, to secure social housing funding outside of the non-profit programs and to increase funding within these programs if we are to make any headway in addressing existing as well as future housing needs. To this end, City Council should also continue to advocate that the Provincial government provide rent supplements to reduce rents to geared-to-income levels for lower income tenants of private market housing who are vulnerable to "economic eviction" due to rent increases. In addition, Council should continue to advocate that the government adequately fund its program to purchase existing private rental housing for conversion to non-profit housing.

Although the total target and the social housing target proposed are ambitious, they are useful to focus City Council's energy and to clarify its housing goals. The existing Official Plan requires that the targets be monitored to determine whether they are being met. (Section 2A.5) They will be reviewed every five years. Then, if they are not being met, Council may have to adjust its implementing mechanisms, put new ones in place, or adjust the targets.

7.2.3.4

Making Better Use of Residential Infrastructure: Residential Intensification; Conversion; Infill; Redevelopment; and Affordable Housing

Residential Intensification
Recommended Official Plan Policy

205 To accommodate future demand for housing in the City, Council's objective is to encourage **Residential Intensification**, as defined in the 1989 Provincial Policy Statement: Land Use Planning for Housing, subject to the Neighbourhoods Policy and other policies of this Plan.

Recommended Definitions

206 "**Residential Intensification**" means creation of "**New Residential Units**" or accommodation in existing buildings or on previously developed, serviced land generally including:

- creation of rooming, boarding and lodging houses;
- creation of "**Accessory Apartments**";
- conversion of non-residential structures to residential use;
- "**infill**"; and
- "**redevelopment**".

207 "**New Residential Units**" means residential units constructed primarily for use as principal residences.

208 "**Accessory Apartments**" means self-contained apartments created through converting part of, or adding on to, existing homes (single detached, semi-detached, duplexes, triplexes, row houses, etc.).

209 "**Infill**" means development on vacant lots or underdeveloped lots in a developed area to create additional New Residential Units.

210 "**Redevelopment**" means creation of New Residential Units on land previously used for residential or non-residential purposes in existing communities, where demolition of the previous structures is to take place, or has taken place.

Explanation

The Provincial policy statement discussed earlier requires that a minimum 10-year supply of land for future housing be designated in Official Plans at all times. This requirement, however, does not apply to built-up areas such as Metropolitan Toronto, where new housing will be provided for through various forms of residential intensification and, in particular, through redevelopment. For this reason, as well as to make better use of existing infrastructure and to help meet the City's targets for new private market and social housing, residential intensification is a major thrust of the new Official Plan.

Recycling industrial buildings in existing neighbourhoods for housing, is encouraged by the Plan.

Conversion
Recommended Official Plan Policy

211 Council will continue to assist the provision of **new residential units** or accommodation through administration and promotion of, and participation in programs intended to encourage creation of rooming houses, and **accessory apartments**, and conversion of non-residential structures to residential use, where otherwise permitted by this Plan.

Explanation

As discussed earlier, many rental rooms and apartments have been removed from larger houses through "deconversion" or have been converted to more expensive forms of housing.

Given government support, however, conversion can work both ways. The City of Toronto Housing Department has administered and promoted Federal and Provincial government grant and loan programs intended to encourage accessory apartments, rental rooms or other forms of accommodation by converting existing housing and non-residential space. Cityhome, other non-profit housing-providers, and private property owners, all have used such programs to provide new housing. Currently, the main Provincial programs include Convert-to-Rent, the Low Rise Rental Rehabilitation Program, Home Sharing, the Neighbours Program, and the Home Planning Advisory Service.

The Zoning By-law permits rooming houses and accessory apartments in most areas of the City. A recent Official Plan Amendment prohibits conversion of industrially designated lands to other uses, unless such conversion is recommended in updated Part II Official Plan studies for the districts within which such lands are located. This policy does not apply, however, to industrial or other non-residential buildings which are legal non-conforming uses within residential neighbourhoods.

Infill housing on Jersey Lane makes effective use of limited lot size and blends well with existing neighbourhood architecture.

Infill
Recommended Official Plan Policy

212 Council's policy is to encourage provision of **new residential units** or accommodation on vacant or underdeveloped **lots**, where otherwise permitted by this Plan.

Explanation

"Infill" development is relatively small-scale residential development on small sites, such as laneways and vacant lots, which are tucked in among other buildings and uses. Infill has been helpful, but has been difficult to zone for. We recommend, therefore, a general policy statement supporting infill be included in the Part I Official Plan (Section 2A). Other policies proposed in this report will provide a framework for considering infill proposals, and will ensure that such infill development is compatible with the existing local environment and with Official Plan housing goals.

As noted elsewhere, Toronto's main streets provide a wonderful resource for residential intensification. Some of this new housing can occur as infill development, so long as the infill additions are compatible with the nature of the surrounding neighbourhood. An economic feasibility study of housing development on main streets has estimated that with some zoning changes, 10,000–15,000 housing units could be built along main streets, through infill alone, over the next 20 years.

Redevelopment – Public Lands
Recommended Official Plan Policy

213 It is the policy of Council that, in the event of the disposal of lands located within the City and owned by various levels of government, any boards, agencies, commissions or government-related **institutions**, Council will consider the desirability of developing such lands for **affordable housing**, and where appropriate, shall encourage the development of said lands for such housing as a priority.

Explanation

From time to time, land owned and/or controlled by different levels of government becomes available for other uses. The proposed policy simply would add "affordable housing" and "as a priority" to the existing Official Plan policy in Section 2A.12, to emphasize the need to consider

Housing on main streets provides a wonderful opportunity for residential intensification.

affordable housing a priority when City Council is considering redesignation of such lands for residential use.

The 1986 *Living Room II* report recommended that an inventory be prepared for such lands, and that their housing development potential be examined. As a result, City staff has created a special data base of all 3,075 parcels of such lands, and has evaluated their potential for housing development. Most were unsuitable for housing because of their present use or some other considerations; seven percent had fairly immediate housing development potential which required no Official Plan Amendments; and a further two percent might have potential if the Plan were amended to permit residential development.

The 229 sites with housing development potential include many sites where the potential under present zoning is limited to 10 dwelling units or less. Only 136 sites have substantial potential, for about 6,800 housing units in all. These sites could make a significant contribution toward meeting the Plan's affordable housing objectives. Sites owned by the City, its boards or agencies have the capacity to contribute 1,800 homes. The Commissioner of Property should be requested to fully evaluate these sites and comment on the how and when these can be made available for housing development.

Redevelopment – Non-Residential Lands with Affordable Housing Component
Recommended Official Plan Policy

214 In redesignating any lands for residential purposes, Council's policy is to require that at least:

i) one-half of all new housing provided within such lands be provided in the form of **affordable housing**; and

ii) one-quarter of all new housing provided within such lands be provided in the form of **housing suitable for families with children.**

Recommended Definition

215 The term housing suitable for families with children means:

- dwelling units containing at least two bedrooms;
- with indoor and outdoor space available on-site, adequate to provide for safe, supervised play areas and social and recreational programming; and
- located within convenient walking distance to community services and facilities such as public transit, education and recreation facilities, and parks.

Explanation

The great majority of new housing built within the City during the next 10 to 20 years will be produced through redevelopment of privately owned lands which are now zoned for non-residential uses.

As indicated earlier, private developers are unlikely to build housing within the City that meets the affordable housing definition, unless land values fall substantially; unless private-market housing is built on lands leased from government agencies at nominal rents; or unless new legislation is introduced which would require them to include an affordable component in their projects. City staff are examining the potential for different forms of housing tenure, such as private

Safe, supervised play areas are a necessity for housing geared to families.

market housing on leased government lands. In addition, the final section of this chapter proposes that the City seek legislation to require an affordable component in private housing developments. However, even if these mechanisms prove helpful, the great majority of affordable housing built in the City is likely to continue to be social housing.

In order to achieve the social housing targets, availability of land for affordable housing should be ensured. Any redevelopment should include an appropriate mix of private and social housing; should occur in an environmentally-sensitive manner; and should include appropriate services and facilities for the people who will live in the new housing.

As emphasized throughout this chapter, the City has experienced tremendous difficulty in providing adequate social housing and housing for families with children. The Official Plan should include the recommended policies to require that one-half of all the units built on lands rezoned for housing be set aside for affordable housing and that one-quarter of all the new units built on this land be set aside for housing suitable for families with children. Otherwise, there is little chance that the City's objectives will be met.

The *1986 Living Room II* report indicated that since the mid-1970s, most new private market and non-profit housing designed for families raising young children has been provided through redevelopment of larger parcels of land. That report recommended, therefore, that a family housing component be required as a condition of redesignating larger sites outside the Central Core, wholly or partially for residential purposes. City Council adopted in principle that recommendation.

The 1976–1986 City-wide targets of 20,000 new private market units and 20,000 new assisted housing units specified that one-quarter (5,000 units) of the units in each category were to be suitable for families with children. We are proposing that the new Official Plan targets for each type of housing also be set at one-quarter of all new private market and new social housing, but only within lands rezoned for housing. We are also proposing that the definition of housing suitable for families with children be broadened, for the reasons outlined below.

As indicated in Section 7.2.2 of this chapter, the Official Plan now defines housing suitable for families with children as "grade-related dwelling units containing two or more bedrooms, having at least one direct, non-mechanical means of access to grade". (See Section 10.19) This definition, therefore, restricts most family housing to traditional house-form buildings – houses, duplexes and other small multiple unit buildings without corridors or elevators. While having many apparent advantages for children and parents, this type of housing is very expensive to build, given the high cost of land in the City. Consequently, family housing of this sort is usually too expensive for many families to buy or rent. And the great majority of families who want this type of housing, which has traditionally been viewed as ideal for raising young children, move to suburban areas where they can get larger houses or apartments for the same prices and rents that they would have to pay for smaller houses or apartments in the City. Many families in the City who cannot afford the more expensive forms (either downtown or in the suburbs), live, of necessity, in apartment buildings.

According to the existing definition, housing suitable for families with children can also be provided in the first three storeys of apartment buildings, as long as stairway access is provided to ground level. The definition, however, excludes apartments without stairway access to ground level, although many families live in such apartments, and will continue to do so. The proposed change to the existing definition would give developers more flexibility in designing apartments for families. Therefore, it may well have the effect of reducing new housing costs for families who are satisfied to live in apartment buildings.

The proposed definition would broaden the existing definition to include apartment buildings which meet certain criteria. Direct access to the ground level has been viewed as important for both children's easy access to play space, and parents' ability to easily supervise their children's outdoor activities from inside their homes. The reality is that young children require close supervision while using play areas, regardless of the form of housing they live in, whether or not their homes are close to the ground.

The September 1990 study *New Designs for Multiple-Family Housing in Ataratiri and the Railway Lands* supports the proposed definition. It indicates that the dwelling unit's size and affordability are uppermost in families' thinking when they search for housing. After affordability come appropriate on-site and local services. The Central Area, in particular, appears to need improvement in almost all services that are important to families. *Cityplan '91 Background Report No. 7: The Central Area in Transition* called for significant improvements to be made to both the level and quality of various community services and facilities, for existing as well as new housing developments.

As Quebec social planner Madeleine Blanchet told the Cityplan '91 Forum, "a childless city is a dead city." For both the health of the City and the health of its families, the new Official Plan should encourage an appropriate range of housing types and child-related services. City policy can, and should, help families with children remain in the City.

7.2.3.5
Retention and Conservation of Private Rental Housing

Recommended Official Plan Policy

216 It is Council's goal to encourage retention and conservation of the existing stock of private rental housing.

Explanation

The loss of private rental housing has had a severe impact on low- and moderate-income Torontonians, a problem which was raised throughout the Cityplan '91 public consultation process and has been discussed in detail earlier in Section 7.2.2 of this chapter. The Cityplan '91 Task Force, for example, emphasized that the City "should continue to work to produce and/or maintain affordable housing in creative ways", including "enshrining the City's rental housing protection policies within the Official Plan." This refers to City Council's efforts to limit losses of private rental housing by implementing the Provincial Rental Housing Protection Act (RHPA) and the City's own condominium conversion policy, which are discussed in detail below. The evident priority Council has placed on limiting losses of rental housing, however, has not been incorporated in the Part I Official Plan housing policy goals. (Section 2A.13) The new Official Plan should rectify this omission by including the additional goal recommended here.

Policy recommendations on preserving the private rental housing stock may evolve from the City's "Apartment Conversion Study", expected to be completed before year end. Some form of standards or program to preserve existing, moderate-rental apartments may evolve from this study. At present, however, the issue of how costs would be treated under rent review legislation is complicated by the Provincial government's interim freeze on rent increases to cover the costs of capital improvements, and also by its proposal to amend the rent review legislation.

Recommended Official Plan Policy

217 It is Council's policy to discourage demolition, conversion, and renovation which in Council's opinion is undesirable, and the severance of **rental property**, or any part thereof, as defined in The Rental Housing Protection Act, 1989.

Recommended Definitions

218 "**Rental property**" means a building or related group of buildings containing one or more rental units, but does not include a condominium;

219 "**Related group of buildings**" means buildings that are under the same ownership, and on the same parcel of land as "parcel of land" is defined in section 45 of the Planning Act, 1983;

220 "**Rental unit**" means premises used as rented residential premises and includes premises that have been used as rented residential premises and are vacant;

221 "**Rented residential premises**" includes a room in a boarding house or lodging house.

Explanation

The current Official Plan includes a policy of "retention and improvement of the existing housing stock" as one set of measures to retain and expand the Central Area's residential function. (Section 1A.18) This policy, however, does not explicitly refer to limiting losses of private rental housing; nor does the Plan's section on City-wide housing policies. (Section 2A) The proposed policy would fill this important gap.

Recommended Official Plan Policy

222 Council will strictly apply The Rental Housing Protection Act, 1989, Council's condominium conversion policy and any other applicable legislation in considering applications to demolish, convert, renovate or sever **rental property** or any part thereof.

Explanation

The current Official Plan incorporates a policy which, under the Planning Act, authorizes Council to delay issuing permits to demolish housing until permits to construct replacement buildings have been issued. (Section 2A.14) This policy, however, has not been updated to include the stronger powers, which have been granted to the City under the Provincial Rental Housing Protection Act (RHPA), to refuse permits to demolish and replace structurally sound, private

This report proposes strong policies to prevent the demolition of rental housing or its conversion to condominiums.

rental housing. The proposed policy would rectify this omission.

The RHPA requires landlords to apply for municipal approval to demolish, convert, sever, or make extensive renovations to rental housing. The Act covers properties which provide five or more rental units. It applies to all applications to convert rental apartments to condominiums but, in this particular case, where fewer than five apartments are involved, the Act does not require municipalities to use its strict approval criteria.

The City's condominium conversion policy complements the RHPA. This policy applies also to buildings containing fewer than five apartments, ties approval to attaining optimal rental apartment vacancy rates, (anywhere from two-and-a-half to five percent), and applies to more expensive rental units as well as to units affordable for low- and moderate-income tenants. It is important to retain private rental housing at all rental levels. When higher rental units are removed from the housing stock, higher-income people who would rather rent than buy their own homes, will compete in the market for the remaining lower-rental housing, to the obvious disadvantage of lower-income tenants.

The Rental Housing Protection Act prohibits municipalities from approving applications submitted under the Act unless the following criteria are met.

1. Council finds that:

i) a rental property for which an application is made for demolition is structurally unsound, or

ii) a rental property for which an application is made for renovation or repair would be structurally unsound if the renovation or repair proposed is not carried out and, where tenants are in occupation of the unit, that vacant possession is required to effect the renovation or repair.

2. The applicant agrees:

i) to provide the same number of new rental units in a similar rental range and in the same area as those for which approval is given, and

ii) to provide rental accommodation in the same area of similar quality and rent, either in the new rental units or in other existing rental property, to any tenant who is required to give up possession of a rental unit as a result of the approval.

3. In the opinion of Council, the proposal does not adversely affect the supply of affordable rental housing in the municipality.

In July 1988, Council adopted the policy of giving the second criterion priority over the third, when considering applications; and, failing compliance with the second criterion, interpreting the third one very strictly. In other words, where at all possible, Council has tried to get new housing to replace housing being demolished. But, where replacement is not possible, Council has been strict in giving approval under the third criterion, viewing the potential cumulative impact of even small losses from the private rental housing stock as undesirable. Given the severe nature of the local housing crisis, limiting even small losses of rental housing is important.

Recommended Official Plan Policy

223 It is the policy of Council that conversion to condominium of duplexes, triplexes and all other buildings originally constructed to provide one or more rental apartments is premature and against the public interest, until the vacancy rate for private apartments across Metropolitan Toronto, as reported in Canada Mortgage and Housing Corporation annual rental market reports, regularly returns to at least 2.5 percent.

Explanation

City Council has long had a condominium conversion policy. However, it has not been included in the Official Plan. This is an important omission, and we are, therefore, recommending that it be put in the Plan.

In 1974, City Council adopted this condominium conversion policy. Council reaffirmed the policy in 1981 and 1983; but in 1983, it also amended the policy to provide an exemption for a defined set of "luxury rental" buildings, all but one of which had been converted to condominiums by 1986, when the RHPA was introduced.

For the most part, the issues involved in proposals to convert rental apartments to condominiums have been clear, and have been discussed in detail in Section 7.2.2 of this chapter. As long as the rental vacancy rate is extremely low, which indicates that there is still a shortage of rental apartments throughout the Metropolitan Area, removal of units from the rental stock is undesirable. The proposed 2.5 percent vacancy rate (which would indicate that 25 of every 1,000 apartments in the private apartment stock are vacant and available for rent) represents the lowest vacancy rate generally deemed to be consistent with a balance of supply and demand that would give tenants a reasonable chance to find alternative housing.

Council adopted Canada Mortgage and Housing Corporation (CMHC) reports as being the most reliable source of vacancy rate data available. They include condominium apartment buildings, in which 50 percent or more of the apartments are available for rent, within their definition of private apartments. To some extent, the "availability" of rental units within mixed-owner and tenant-occupied buildings is illusory; they are usually temporary rental units, which will be sold when the ownership market heats up again, to buyers who will then displace the tenants. The percentage of rental apartments within mixed-occupancy buildings varies considerably from year-to-year, as individual units change from tenant-occupancy to owner-occupancy. The inclusion of apartments in mixed-occupancy buildings in the calculation of rental vacancy rates grossly over-estimates the actual availability of housing for tenants. However, even with this effect, current vacancy rates are only one percent of the total stock of housing defined as private apartments.

The City's condominium conversion policy has not applied to converted dwellings. These are buildings that were not built originally to provide one or more rental apartments, but were built as single residences, and were later divided to provide apartments. Before the RHPA was introduced, Council had no authority to refuse to issue permits allowing owners to remove accessory apartments from converted houses. As a result, Council approved conversion of many such buildings to condominiums as a way of discouraging owners from removing the accessory apartments. Since the Act was introduced, however, Council's policy has been to exempt from its condominium conversion policy only those converted dwellings that provide fewer than five rental units, and which are not covered by the RHPA's strict approval criteria.

The Official Plan incorporates a policy of seeking a balance between owner-occupied and rental housing within the City and within particular areas of the City. It also requires Council to take this balance into consideration when assessing condominium conversion applications. (Section 2A.13) This policy contradicts the condominium conversion policy that Council has been applying. It was overtaken by the market conditions (discussed in Section 7.2.2 of this chapter) that led City Council to press the Provincial government into passing the RHPA and, of course, the RHPA has made the policy now in the Plan redundant. It should, therefore, be removed from the Plan and be replaced by the policy which Council has been applying.

As *Background Report No. 15: Toward a Housing Needs Assessment for the City of Toronto* emphasized, the City's private rental housing stock is a vitally important resource, limited in supply, and irreplaceable at current costs. Most low- and moderate-income households will continue to depend upon the private rental stock for their housing. Policies to protect this vital housing stock must, therefore, be included in the new Official Plan.

7.2.3.6
Integrating People with Special Needs into the Community

Many people with special needs have trouble finding places to live, especially housing that is affordable, suitable and well-integrated into the wider community. A city that places "social equity" as one of its top priorities for the future, has an obligation to address the housing needs of all its citizens, especially its most needy ones.

Much of the work done by the Cityplan '91 Task Force dealt with the inequities faced by a diverse group of people who have special housing needs, such as people with physical disabilities, people with social and psychological problems, the elderly, the homeless and other people who require special assistance of various kinds. These people face difficulties with housing, as well as with a wide range of other aspects of daily life. The Cityplan '91 Task Force, therefore, concluded that "citizens with special support needs are an integral part of our community and their residences should be integrated into new housing development throughout the City." The policies recommended in this section are designed to help achieve that goal.

All new housing developments should be accessible to people with disabilities.

Making Housing Accessible to All
Recommended Official Plan Policy

224 It is Council's policy to seek to ensure that all new housing developments are accessible to people with disabilities and furthermore, to ensure that a proportion of all housing in social housing developments is accessible or adaptable to people with disabilities, in keeping with the proportion such people represent of the total population in the City.

Explanation

Equity in the housing market goes beyond affordability. People with various disabilities find that their housing options are restricted not only by cost, but also by a range of design and other problems. Not all buildings are designed to be accessible to people with physical disabilities and not all units within accessible buildings are designed to meet the requirements of people with special needs for support services.

Cityplan '91 Background Report No. 6: Integration and Independence examined what people with disabilities need to participate fully in urban life. An analysis was undertaken of data from the 1986 *Health and Activities Limitations Survey (HALS)*. This survey provides a profile of that portion of the population who reported having some disability which affects their daily life. Curtailed mobility, vision and hearing, and psychological problems were reported by over 12 percent of Toronto's population (or about 70,000 people). And almost seven percent (or nearly 50,000) constitute "the more severely disabled" who find it difficult to function on a day-to-day basis without receiving special assistance.

Canada Mortgage and Housing (CMHC) has established a proportional guideline: every non-profit housing building should try to make five percent of its units "accessible". While the larger, newer projects have adhered fairly well to this guideline, smaller non-profit projects might have had trouble complying. As a result, only 2.5 percent of the units in Cityhome's portfolio are now accessible to people with disabilities.

We propose that a guideline proportional to at least the more severely disabled percentage of the total population be included in the Official Plan. This is an effective way of simultaneously addressing a number of inter-related problems. As *Background Report No. 6* indicates, people who are severely disabled in some way also tend to have low incomes and often face discrimination in the workplace. Many live on fixed incomes (through government support) or live on wages received from low-paying jobs, which are often the only kind of jobs they can find. As a consequence, many face severe problems finding housing they can afford. Alleviating their housing problems, by providing more affordable and accessible housing, would make a distinct improvement in their lives and help the City move toward its goal of increased social equity for Toronto's citizens.

We are also proposing that non-profit housing agencies, and Cityhome in particular, look into the possibilities of retrofitting sufficient units in existing projects to raise the overall share of accessible units within their portfolios closer to the current seven percent measure implied by the above policy statement.

Finally, there is a relationship between age and disability. As the very large "baby boom" generation ages, a very large group of older people will be living in the City. Accessibility issues will then become even more prominent than they are now. It is important, therefore, to work toward achieving the seven percent measure now, so that we will be in a better position to achieve higher targets in the future when the needs of the community will be greater.

Providing Housing and Support Services
Recommended Official Plan Policy

225 **It is Council's policy to encourage the adequate provision of residential care facilities and crisis care facilities are provided throughout the City, where such uses are permitted by this Plan.**

Explanation

During the past decade, residential care facilities and crisis care facilities have been developed in most residential areas and in many mixed-use areas of the City. Many individuals and families, including victims of physical and sexual abuse and their families, have found immediate and longer-term shelter and assistance. The existence of these specialized housing programs, known as group homes and shelters, has helped many individuals in crisis find community services and longer-term, affordable housing. But the unmet need for all kinds of facilities is severe.

Currently, the Planning and Development Department, with the help of an external consultant, is reviewing the group home policy and is examining the issues that are emerging as various types of other housing with support services are appearing. We expect that the results of this study will be available in the summer of 1991.

Recommended Official Plan Policy

226 **It is Council's policy to support integrated housing for persons with special needs such as the homeless and rooming house tenants, who can live independently in existing communities and neighbourhoods with limited support services.**

Explanation

The housing requirements of people with special needs (including homeless and marginally-housed people) are varied, so a diversity of approaches must be adopted. Many people do not need institutional living or supervised living in "residential care facilities". What they need is some extra help to enable them to remain within their communities. The City now provides sites for non-profit housing producers who serve people with "special needs". In addition, Cityhome develops buildings that are managed by or with community agencies, and leases houses or apartments to agencies that house people with special needs. The City should continue its diverse range of activities in this area, to assist homeless people to gain access to and keep permanent housing in settings which are as integrated as possible with the rest of the community. (See also the more extended discussion of Homelessness in Section 7.2.3.7 of this chapter)

Recommended Official Plan Policy

227 **It is Council's policy to promote development of housing that serves people of mixed age groups and includes support services, geared to the needs of seniors.**

Explanation

At present, about 14 percent of Metropolitan Toronto households headed by a person over the age of 60 live in seniors-only apartment buildings. Some older people may wish to live in buildings catering only to the elderly. But some, perhaps many, do not wish to live in age-segregated buildings; they are forced by circumstances and lack of affordable alternatives to do so. Ironically, many of these buildings for the elderly do not even provide the desired support services. Given adequate support, many elderly people would prefer to live in mixed-age communities. Instead of seniors' housing, therefore, the City should encourage the development of housing for people of mixed ages, which includes support services for people in need. To this end, references to Seniors' Housing in the Official Plan should be replaced with references to special housing which includes support services geared to older peoples' needs.

7.2.3.7

Helping to Provide Housing and Support Services for Homeless People

Recommended Official Plan Policy

228 **Council will help provide permanent housing options and access to needed social services for homeless persons. Toward this end, Council will:**

i) collaborate with and provide direct, continuous, support for community based agencies assisting homeless persons;

ii) initiate projects aimed at helping meet the housing and social service needs of persons who are marginally housed, as well as those living on the streets or using hostels; and

iii) cooperate with community based agencies in advocating that other levels of government ensure the provision of special services that homeless persons need.

Explanation

During the "boom years" of the latter 1980s, an estimated 20,000 to 25,000 men, women and children were homeless in Toronto. Now, in the face of a deep recession, Metro's welfare rolls are reaching record levels; some 100,000 people per month are using local food banks; and the future looks bleak for the most vulnerable members of our society.

Cityplan '91 conducted an extensive outreach program which included interviewing both street kids and homeless adults. As the September 1990 report of the homeless persons outreach project, *Homeless Not Helpless* indicates, their comments were often poignant and pointed. "I am tired of sitting in doughnut shops and getting kicked out of sleeping in parks. It's really hard to live like this," commented one street youth with masterful understatement. Not surprisingly, street kids placed "cheaper housing and more of it" at the top of their list of ways to create "a better Toronto". And one "former street kid" underlined what should be the obvious, "Remember, if we don't help them today, then what does their future hold, except a life of pain and hardship."

Unfortunately, "a life of pain and hardship" is just what many homeless adults have experienced in Toronto. Again, the high cost of housing is one of the main culprits identified. "I wouldn't let a cockroach live in most of the places I can afford," one homeless man told the Cityplan '91 facilitator at a downtown hostel. Their hopes (if not expectations) for a better future are modest: "I'd like to be able to have a place of my own – a little apartment, even a room and a kitchen. I like my own space," commented another homeless respondent. Such modest, but clean and afford-

"I am tired of sitting in doughnut shops and getting kicked out for sleeping in parks. It's really hard to live like this." *Homeless Person* able housing should not be concentrated just downtown. It should be dispersed throughout the City, so now-homeless people could stay in their own neighbourhoods, have "places where you would like to bring your friends or family", and experience a life of simple comfort, not of shame.

Homeless people need permanent housing and access to services, not just stopgap assistance. When a person lacks permanent housing (i.e., is "homeless"), he or she often has one or more other problems, such as: extreme poverty; alienation from friends, family, and other social supports; lack of education, literacy, or job skills; drug use; mental health problems; or poor physical health. Permanent housing can provide a base to help stabilize a person's life, enabling him or her to deal with these other problems and break the "vicious cycle" of homelessness. Access to permanent housing, however, must go hand in hand with the support services needed to address these problems.

The City plays a role in supporting efforts to provide permanent housing options and access to needed services for homeless people. It provides both direct City services and also assistance to community-based agencies. Direct services include a transitional shelter owned by Cityhome; assigning housing staff to work with homeless men and help them gain access to permanent housing and other needed services; and assigning public health nurses. The City should continue its contribution to meeting these needs and overcoming the many gaps in services that remain.

Beyond the basic safety net of income assistance, subsidized housing, and social services, Toronto now has a sector of agencies that work with homeless people and seek long-term solutions at both the personal and the societal levels. Their community development work involves building community bonds and developing individual capabilities, providing mutual support, and organizing collective endeavours among the homeless. Examples include supportive housing projects that involve tenants in their planning and management; special job-creation initiatives; and self-help housing for the homeless. The City should continue and strengthen its support for agencies working with the homeless, by directly supporting a range of creative and innovative initiatives, and by facilitating inter-agency links via the Alternative Housing Subcommittee and other City forums.

"Homelessness" extends beyond those people who are actually living on the streets or using hostels. According to the United Nations, "homelessness" includes people who live in housing that fails to meet basic standards and needs – for example, housing that is unaffordable, offers no security of tenure, or fails to provide adequate personal safety. By this definition, the problem of homelessness in Toronto extends far beyond the 25,000 people identified earlier. It includes, for example, those people who are forced to use food banks so they can pay their rent; and those people who live in rooming houses where fire, violence, or eviction are ever-present threats. There is, in fact, only a grey line between people on the streets and people living in certain types of rooming houses, abusive relationships, friends' living rooms, or other vulnerable situations.

The City supports marginally housed people in various ways. It administers the Contract Aftercare Program, which provides loans to ensure adequate standards in boarding homes for people with psychiatric problems. It has endorsed and given financial support to programs to improve conditions in private sector rooming houses and to look at alternative management and ownership options for them. It has developed or provided land for several non-profit housing projects for low-income singles and people with other special needs. (Policies on housing for people with special needs are discussed in the previous section.) Through Cityhome, the City houses many low-income single tenants in rooming houses and shared housing. The City should continue and extend its activities in these areas.

The City and community-based agencies can go only so far on their own resources; they need an effective policy and funding environment that only senior governments can provide. For example, solutions to homelessness must involve not only hostels, shelters and drop-ins, but also adult literacy programs, outreach programs, mental health services, addiction counselling and treatment, domestic violence counselling, life skills programs, job training, youth employment programs, home support programs for seniors and others, food banks, and numerous other services. The City will work to ensure that senior government understands what policies, funding, and organization structures are needed to meet the overall needs of Toronto's homeless people.

7.2.3.8

New Mechanisms to Promote New Housing that is Affordable, Equitable and Liveable: Linkage Fee and Inclusionary Zoning

We need new policies and implementation measures to ensure that the housing built over the next 10 years meets the criteria of being affordable, accessible, equitable, environmentally safe and contributes to creating a liveable community. Chapter 8 of this report proposes a new zoning system for mixed commercial-residential districts, which would establish strict height and density limits so that all developers and members of the public would be reasonably sure, in advance, of what could be built on any given site.

Since 1976, only one-third of all new housing built in the City has been social housing, the rent-geared-to-income portion of which, at least, can be considered affordable housing for low- and moderate-income households. Social housing has been funded primarily through senior governments' non-profit housing programs. However, as discussed in Section 7.2.2 of this chapter, other factors have also contributed to the production of social housing: notably, the 1976 Official Plan's 25 percent social housing bonus density; private developers' contributions; the City's land banking policy, and the important roles that Cityhome and the City's Housing Department have played.

Many social housing agencies have relied on the 1976 Official Plan's bonus density to take advantage of economies of scale in construction and project management, and to ensure that projects could be built within the Federal and Provincial governments' Maximum Unit Prices (MUPs). These limits have been based on average regional land values and, therefore, have not taken into consideration the higher land values in the City. As a consequence, social housing agencies have been forced to spread the high land costs over more units by building higher density housing than they would otherwise have wished to build.

Meanwhile, private sector contributions toward social housing have been secured, especially in the context of Official Plan Amendment applications seeking to gain more profitable densities, or to trade residential densities within the Financial District for more profitable commercial densities. More recently, the social housing contributions have been secured in Agreements under Section 36 of the Planning Act, 1983, which authorizes municipalities to approve bonus densities in exchange for contributions toward the provision of social housing and other public benefits.

High land values account for most of the high cost of developing housing in the City. While the 1976 Official Plan social housing bonus density helped non-profit agencies build some much needed social housing, it has also had some drawbacks, which are discussed in detail elsewhere in this report. Chapter 10.1, therefore, recommends that this bonus be dropped and that the use of Section 36 Agreements to secure private sector contributions be limited.

This report proposes some strategic initiatives to bring down land costs and thereby reduce the need to build the bigger, denser projects. In turn, this will enable and encourage housing projects to be designed at a more liveable scale and include more community facilities. We expect that the cost of land to social agencies could be brought down by:

1. the City's land banking policy, discussed earlier in Section 7.2.2 of this chapter;

2. providing surplus government land to non-profit housing agencies;

3. continuing to consider bonus density applications to trade off residential density for increased commercial densities within the Financial District in exchange for social housing benefits, as permitted under Section 36 of the Planning Act, subject to specific guidelines being incorporated in the Official Plan;

4. asking the Provincial government for authority to require all commercial developments to contribute to a social housing fund through a housing/employment linkage fee; and

5. asking the Provincial government for authority to implement a system of inclusionary zoning whereby certain private residential developers would be required to include a specified percentage of affordable housing within their projects.

The specifics of such implementation mechanisms are discussed below and in Chapter 10.1 of this report.

Recommended Official Plan Policy

229 It is Council's policy to seek legislative authority to put in place a Housing-Employment Linkage Fee on all new **commercial** development in the City, sufficient to address at least one-half of the additional need for **affordable housing** arising from the increase in low wage service sector jobs attributed to new commercial development.

Explanation

Given a choice, many people would prefer to live relatively near their place of work. As discussed elsewhere in this report, enabling people to live near their work is good for both them and the City. (see Chapter 6.1) But housing in the City, as we have seen throughout this chapter, is expensive. One financial mechanism to help build affordable housing in the City is a Housing-Employment Linkage Fee.

Commercial development, of course, generates wealth. Housing policy analyst Peter Dreier summarized the philosophy behind Boston's linkage fee when he told the Cityplan '91 Forum, "Linkage was one policy designed to 'share the prosperity' of downtown development with neighbourhood residents." The desire to tap the wealth created by commercial development in order to alleviate the problems faced by the less fortunate members of society underlies Boston's and San Francisco's linkage fees.

There is not only a philosophical, but also a direct, practical link between commercial development and the need for housing. In order to explore this relationship, the City and the Provincial Ministry of Housing jointly funded an in-depth study of linkage fees, *Cityplan '91 Background Report No. 18: Housing-Employment Linkage Study*. This study established that for every 1 000 square metres of new commercial development in the City, 16.1 low-wage jobs are created throughout the Toronto CMA. The propensity for these low-income workers to form households and to want to live within the City of Toronto provides a link between this portion of additional social housing need and the growth of the local economy. Commercial development helps create the need; it should also help meet the need.

This study's findings support the general economic theory that explains this type of linkage between economic growth and social housing need. This theory has been applied in several cities in the United States to justify imposing a fee associated with new commercial building permits. The fee is paid into a fund which is used to build affordable housing. The Cityplan '91 background report improved upon research methods used in U.S.A. studies, to design a fee system specifically for Toronto. Given the increased demand for low-cost housing that commercial development has generated, and given construction costs and the revenue stream received from subsidized housing units, the study determined three levels of linkage fees, which would fully address the affordable housing needs of new commercial sector employees, at three cumulative levels of household income. These are:

$66.31 per square metre – to address only the needs of new households whose incomes would be below the Statistics Canada Low Income Cut-Off (LICO) or poverty line, roughly, households with incomes in the lowest 15 percent of all households' incomes in the Toronto CMA.

$139.26 per square metre – to address the needs of new households who would be among the poorest 30 percent of all households in the Toronto CMA (including those below LICO).

$212.21 per square metre – to address the needs of new households who would be among the poorest 60 percent of all households in the Toronto CMA (including all those below the 30th percentile).

In short, a linkage fee of $212.21 per square metre of commercial floor space would yield sufficient funds to meet all the additional low- and moderate-income households' housing needs within the City that would be generated by commercial growth. The recommended policy statement proposes that we recover at least one-half of this identified linkage fee, or $107.00 per square metre in 1990 dollars. The analysis shows that this fee would represent about 2.5 percent of the total project costs for a typical downtown high-rise commercial building, in 1990 dollars.

Charging too high a fee might damage the ability of central city commercial space to compete successfully with suburban space. While San Francisco planner William Witte told the Cityplan '91 Forum that his city's "housing fee has had no discernable effect on the demand for office permits, or on office rents", we must be careful to set our fee at an appropriate level to avoid any significant negative impact. In examining the impacts that a linkage fee would have on the commercial development industry, *Background Report No. 18* indicated that a threshold of impact needs to be taken into account. It determined that this threshold would be somewhere around $107.00 per square metre, in 1990 dollars. At this level, assuming that future development continues at the average rate experienced in the past, the revenue generated by the $107.00 fee would more than compensate for any losses to the tax revenue stream that might result if the commercial real estate market contracted in reaction to this new fee.

In the United States, housing linkage fees were put in place during periods of rapid economic expansion. The benefit is obvious: a quick and substantial flow of money is transferred from the commercial sector to the local authority. This generally leads to an immediate pass-through of the fee to tenants of the new space, who must pay higher rents to cover the new fee.

We believe, however, that a strong case can be made for implementing such a linkage fee during the economic slowdown that we are now experiencing. At least three years' worth of new office space is currently under construction, which would be exempt from the fee. A linkage fee, therefore, would have no appreciable effect for some time, which would allow the economy to make its anticipated recovery. Moreover, in a distributive sense, this is actually the preferred route to go. Potential developers would know about the fee and its impact would be more rapidly passed back into the bid price for development sites. The burden of the fee would more likely be carried by owners of such sites, rather than passed through to the tenants.

By putting a housing-employment linkage fee in place during a recession, and planning for a conservative income stream to be generated from such a fee, by setting it at only one-half of the justifiable level, we believe that the commercial sector's contribution to social housing will be both substantial and obtainable. Using a conservative estimate for the City-wide average annual addition to the stock of all commercial buildings of 170 000 square metres per year, we anticipate that the proceeds of such a fee would amount to about $18 million dollars annually, in 1990 dollars.

The actual fee should be adjusted annually to take into account inflation. Since this inflationary effect is primarily associated with the cost of building commercial and residential space, *Cityplan '91 Background Report No. 18* recommended that we adjust the fee annually in accordance with the Construction Price Index for the Toronto CMA, as reported by Statistics Canada.

In conclusion, we propose that Council seek authority from the Province, through an amendment to the City of Toronto Act, to require all commercial development throughout the City to contribute $107.00 per square metre (in 1990 dollars) of new commercial floor space toward a social housing development fund, and further that:
- this fee be charged on all commercial construction permits throughout the City for new buildings or additions regardless of size of project;
- this fee be payable in full at the time a building permit is issued;
- developers be given the option of paying the fee in cash or conveying to the City land sufficient to accommodate the number of housing units associated with the fees assessed for their projects;
- proceeds be deposited in a fund to be administered by the Commissioner of Housing, and disbursements be within the purview of the Land Disposition Committee;
- this fee be indexed to the Statistics Canada Construction Price Index for the Toronto CMA annually; and- the structure of the fee be reviewed every five years, including, if possible, an examination of the distributive effects.

Recommended Official Plan Policy

230 It is Council's policy to pursue new ways of implementing the **Affordable Housing** objectives of this Plan including, seeking legislative authority which would enable Council to require that private-market housing developments, built to the residential densities permitted in this Plan, contribute toward provision of **Affordable Housing.**

Explanation

Present zoning legislation is "exclusionary", i.e., it focuses on what the community does not want to see happen on any particular piece of land. "Inclusionary zoning" would specify what the community would like to see happen on any piece of land. This type of zoning power has been used extensively throughout the United States to ensure equitable access to affordable housing for low- and moderate-income households. In this context, it has been used to require private developers to include an affordable housing component within their developments as a condition of development approval. In particular, inclusionary zoning has been used to require developers producing ownership housing to include some housing for first-time home buyers within their developments.

In Toronto, inclusionary zoning powers might require private developers building "as of right" projects (i.e., what they are authorized to build without any amendment to the zoning) to include a minimum percentage of housing units at affordable prices or rents; or to provide such "inclusionary" units at other sites; or to contribute land or cash-in-lieu to a social housing development fund. In mixed-use developments, the developer might provide "inclusionary" units instead of paying the housing/employment linkage fee. Without such inclusionary powers, it appears unlikely that City Council could encourage developers to provide affordable homes for first-time purchasers in the City, unless such homes are provided through innovative forms of tenure such as homes built on government-owned/leased lands.

Consultants jointly funded by the City and the Ontario Ministry of Housing are currently studying the feasibility of an inclusionary zoning system, and the various ways in which it might contribute to meeting the affordable housing needs of first-time purchasers.

7.2.4
OVERVIEW

The housing policies outlined in this chapter, together with the policies on environment, transportation, social planning and community services, neighbourhoods, parks and open space, and other policies discussed elsewhere in this report, are designed to create the healthy, equitable, and vibrant future communities that Torontonians have told Cityplan '91 they want.

7.3
SOCIAL PLANNING AND COMMUNITY SERVICES

> "You have to have a social plan or make sure that social concerns are an integral part of any city plan ... and you have to take a strong advocacy position."
>
> **Max Beck, Cityplan '91 Forum**

> "Every person living in Toronto has the right to equal access to high quality community services and facilities which help people improve their independence, economic self-sufficiency and personal development, as well as all other buildings, facilities, and services to which the public generally have access."
>
> **Cityplan '91 Task Force**

Genuine communities offer their citizens more than just a place to live and/or a place to work. They offer a wide range of other services and facilities that enhance both equality of opportunity and quality of life. Most residential communities need schools and libraries and community centres and health clinics and daycare centres and parks. The City's Official Plan, therefore, must make sure that these facilities, which provide a wide range of services, are given a proper place in every existing and future community.

The range of facilities must suit the needs of the community; the location of the facilities must be convenient to the potential users and appropriate to the services located there; and the facilities and services must be in place before, or at the same time as, the residents move in. Otherwise, as has happened in some notable cases like Harbourfront, people move in before the support services, and then are forced to cope with the lack of schools, daycare, community centres and so on. The burden then falls to persuade the powers-that-be to provide the necessary facilities. A time-consuming, sometimes costly, and certainly frustrating process for everyone concerned.

Beyond this, some communities, and some groups of people who do not necessarily live or work together (e.g., the homeless or street kids or older people or people with disabilities or visible minorities or the ex-psychiatric patients or the poor or single-parent families) need these, and other social and community services in order to help them cope with life and participate fully in their communities. They need both a location – or "facility" – for the appropriate services, and the programs – or "services" – themselves.

Many areas and groups are well-served and Cityplan '91 should ensure that they continue to receive a high level of service. Unfortunately, however, some groups, individuals and parts of the City have not been, and are not now, well-served. The current recession is underlining, in the harshest possible human terms, some of the acute deficiencies that exist. We see reports in the newspapers of plant closings and rising unemployment and skyrocketing welfare rolls. We read that the Daily Bread Food Bank fed 120,000 people in February 1991 and delivered food to an astonishing 235 programs run by churches and other social agencies across Metro. Many of their clients are children, some of whom go to "Breakfast Clubs" before school each day.

We also read of severe financial cutbacks by senior levels of government, that create enormous pressure on local government, the government "closest" to the people, to fill in the gaps ... and the gaps are simply too big to cover over. But the City cannot turn its back, too. As Healthy Cities advocate Dr. Trevor Hancock commented at the Cityplan '91 Forum, "Our success as a City should be judged by the quality of life of our most disadvantaged populations." This attitude was reflected by some young participants in "Kidsviews", one of whom commented, "If I were Mayor I would ... tell people to be more caring. People should help each other any way they can." Clearly, this approach was taken to heart by the Cityplan '91 Task Force quoted at the beginning of this chapter.

In the area of social and community services, as in other important areas covered in this report (notably the environment, transportation, and housing), the City has only limited powers and resources to provide the necessary action. Through its Official Plan, the City can influence the provision, location and timing of community services. It can make sure that new residential developments are not left high-and-dry, without necessary facilities. It can also provide ways to ensure that people in different areas and from different constituencies are actively encouraged to participate in making planning and other decisions that directly affect them and their communities. This kind of "empowerment" is another important theme identified by the Cityplan '91 Task Force, and pursued in greater detail below in this chapter.

The City has also adopted a number of other important and innovative approaches to social planning, including Public Health Department programs with street kids and drug abusers; the development of workplace daycare centres; the establishment of the Healthy City office; and the pursuit of the Safe City initiative to make Toronto safer for women, children and other vulnerable members of our City. These initiatives, obviously, should continue, and be reinforced.

Beyond this, as former Vancouver social planner Max Beck observed at the Cityplan '91 Forum, the City "has to take a strong advocacy position" vis a vis government. The City has developed considerable expertise and has demonstrated its willingness to try innovative approaches. It should continue to press senior levels of government to make the necessary resources available.

Finally, we should point out that other aspects of social planning, like other elements of social equity, are discussed in various other sections of this report, especially in Chapter 7.2 on Housing.

7.3.1
SUMMARY

The Cityplan '91 Task Force organized its work around the three concepts of quality of life, the environment, and social equity. As noted elsewhere in this report, the Task Force recognized that land use planning and development decisions have a direct impact on the social and economic conditions of the City. The principle of "social equity" was developed to ensure that planning for people – all the people – occurs along with the traditional planning for buildings. This principle forms the basis for the policy initiatives outlined in this chapter.

A major thrust of the proposals we are making for the 1991 Plan is that planning for residential development should be balanced with planning for and provision of community services and facilities. Our aim is to develop residential and commercial-residential "mixed-use" neighbourhoods that meet the needs of the people who live and work in them. An important part of the proposed process will be the participation of residents, workers and service agencies. The policies outlined in this chapter are applicable to both existing and future communities.

The major policy directions recommended are as follows:

i) Establish a Community Services and Facilities Strategic Planning Process so as to ensure that an appropriate mix of community services and facilities is available in both newly developing areas and areas subject to redevelopment and intensification;

ii) Establish policies that will encourage the retention of existing space and the provision of additional space for community services and facilities;

iii) Establish policies that will encourage the provision of daycare in both residential and mixed-use areas of the City;

iv) Establish policies which in combination with other policies recommended in other chapters of this report will promote the consideration of safety and security in the planning of the City;

v) Establish policies that support the independence of older people and people with disabilities and promote their intergration into the community;

vi) Establish policies that encourage the participation of all residents in decisions that affect their lives; and

vii) Establish policies that encourage the consideration of multicultural and multiracial issues in the planning of the City.

7.3.2
BACKGROUND

7.3.2.1
Defining Social Planning

Land use planning decisions often have social repercussions. Conversely, social development decisions often affect land use planning, e.g., public education programs require school buildings, and daycare requires daycare centres. This inter-relationship between planning for land use or physical services and planning for social services and other related social issues should be reflected in the planning practices of the City. The Planning Act specifically stipulates that Official Plans should "have regard for relevant social, economic and environmental matters". It is clear that the relationship between land use planning and social planning should be identified and reinforced by the Official Plan.

In certain areas, the City of Toronto has provided a clear leadership role in supporting social planning initiatives: the establishment of the Task Force on Group Homes in 1977; Mayor's Task Force on the Elderly and Disabled in 1973; Mayor's Task Force on the Status of Women in 1973; the Task Force on Workplace Daycare in 1982; Mayor's Committee on Community and Race Relations in 1983; the Safe City Committee in 1989; and most recently, the Healthy City initiative. These are just a few examples which reflect the City's commitment to addressing current social issues. These areas have expanded and in some instances have been included as part of the ongoing work of the Planning and Development Department.

The existing Official Plan contains a few, scattered statements that deal with social planning concerns. The statements are quite broad and deal generally with seniors, people with disabilities, safety, and multiculturalism. The present Official Plan does address "community services and facilities" in a more comprehensive manner, which includes defining the services, outlining policies for "density exemptions", and generally encouraging their provision. The Community Improvement Section of the existing Plan provides the clearest goals regarding the provision of community infrastructure. However, this section is limited since it only relates to those areas designated as "Community Improvement Areas".

What the existing Plan lacks is a comprehensive framework for providing the range of community services that are essential to support residential development. This deficiency has become apparent largely as a result of public concern about the social impacts of land use planning. Currently, one of the most pressing issues facing all levels of government is how to achieve social equity. The 1991 Official Plan offers an opportunity to create policies that will ensure that the social impacts of development are recognized, addressed, and shared equally.

The new Official Plan should reflect the social planning issues currently facing the City. While a great deal of work has been undertaken for several of the social issues identified earlier, more work needs to be completed in these areas and other policy areas that have not yet received attention. The proposed Official Plan statements outlined below and included in other chapters of this report reflect the areas where a level of clarity and consensus regarding the relationship between land use and social planning has been reached. City Council will need to give further consideration to other areas, as the need arises and opportunities are offered. Incorporating social planning policies in the Official Plan must evolve and benefit from experience gained over time.

7.3.2.2
Planning for Community Services and Facilities

Community Centre
Unofficial Opening

Because community services were not in the original plans for Harbourfront, residents have had to struggle for basic neighbourhood services such as schools, daycare, transit and a community centre.

The City of Toronto is facing significant change over the next 15 years, in the form of major new residential redevelopments such as the Railway Lands and Ataratiri, and residential intensification initiatives, such as "Housing on Main Streets". These initiatives will bring changes to the character of the urban fabric, will give rise to a variety of social impacts, and create new needs in neighbourhoods across the City.

Recent experience from two neighbourhood redevelopment projects, Harbourfront and St. Lawrence, indicates that the appropriate and timely provision of community services and facilities is a critical component in the planning of safe, healthy, and liveable neighbourhoods. In the case of Harbourfront, the provision of community services and facilities was not addressed in the initial planning for this area. As a result, people who moved there found themselves in the unexpected and unpleasant position of having to fight for the provision of such basic neighbourhood services as daycare, schools, local shops, and convenient public transit. Although a social services plan was developed for the St. Lawrence Neighbourhood in 1975, no satisfactory implementation strategy was developed, so critical elements of the plan have still not been fulfilled.

The City has only limited powers to provide the full range of community and social services that are now needed, much less those services that will become necessary in the future. However, since the City's land use planning process is the triggering mechanism for creating these new communities, the City is responsible for planning them comprehensively. Such "comprehensive" planning for new and redeveloping communities requires the City to ensure that both the physical and the social infrastructure are in place. The City already has a broad range of land use planning tools and controls available to regulate changes to the physical environment. It must now develop a corresponding set of tools for the social planning and implementation process. To be successful, any such social planning process must include working with residents and potential user groups, as well as coordinating with other levels of government and the non-profit sector.

The *Cityplan '91, Background Report No. 24: Community Services Policy and Planning Study* outlines the importance of considering the planning for community services and facilities as part of the land use planning process. Several of the proposals outlined in this chapter are based on the research and recommendations outlined in that report. Clearly, a more comprehensive approach to social planning is required. The fundamental premise of this approach is that the appropriate and timely provision of community services and facilities is critical to the well-being and satisfaction of neighbourhood residents. Developing a "Community Services Strategic Planning Process" would provide the opportunity to consider both the physical and social impacts of new developments as part of the planning process, and would help to better ensure a more comprehensive planning approach. The process would outline the steps from service identification through implementation that would help to ensure that an appropriate mix of community-based services and facilities is available in both newly developing areas and areas subject to redevelopment and intensification.

In order to initiate and support the development of a City Community Services Strategic Planning Process, we propose that several policy statements be included in the City's new Official Plan. These are discussed in the following sections.

7.3.3
DIRECTIONS

7.3.3.1
Defining Community Services and Facilities

Recommended Official Plan Policies

231 **Community services and facilities** are defined as those services and facilities provided on a non-profit basis, intended to primarily serve and meet the social and human service needs of a local or district resident or working population. The purpose of such facilities and services is to promote and improve the independence, economic self-sufficiency, social and personal development of residents and workers in the local community. **Community services and facilities** include, but are not limited to, elementary and secondary schools, health care facilities, churches and other religious facilities, daycare centres, community centres, recreational, and social welfare facilities, libraries, fire halls, police stations, and any office accessory to such uses; but do not include the following:

i) the administrative offices of an organization providing such services where the services are primarily delivered at a location or locations beyond the area in which such offices are located; nor

ii) housing accommodation owned and operated by or in conjunction with a community service and facility; nor

iii) a **general institution**.

Explanation

A "community service" can be defined as work done to "promote and improve the independence, economic self-sufficiency, social and personal development of residents and workers in the local community". The existing Official Plan definition is deficient because it does not identify the purpose and goal for providing such services. The Cityplan '91 citizens' Task Force adopted as a guiding principle that "all persons living in Toronto have a right to equal access to high quality public and community services and facilities". The purpose of refining the definition is to ensure that when space or land is designated for community services and facilities, the purpose of the use is clear. The revised definition also excludes "cultural facilities", which are now defined separately. (See "Arts Policies" in Chapter 7.7) Regional facilities, such as hospitals and post-secondary institutions, are defined and discussed in the institutions chapter of this report. (Chapter 7.6)

7.3.3.2
A General Community Services and Facilities Policy

Recommended Official Plan Policy

232 It is the policy of Council to encourage the timely provision of an appropriate range of **community services and facilities** in the City, particularly during the planning approval of development, to meet the needs of present and future residents and workers on a local area basis.

Explanation

All levels of government, as well as members of the public, need to find ways to meet the social and community service needs that arise as development occurs. Just as the City has begun to realize that environmentally harmful physical development should not be encouraged to proceed, so should it begin to acknowledge that no new development should be encouraged to proceed if the social and community needs of the residents and/or workers are not being met. Demand for both community services and affordable housing is increasing. Deficiencies in current community services and facilities, as well as anticipated changes in economic conditions (such as the increasing number of single-parent and lower income households), will add to the pressures facing service-providers. The City must, therefore, play an active role in ensuring that, at the very least, these existing deficiencies are not made worse.

7.3.3.3
Developing Community Services and Facilities Strategic Plans Throughout the City

Recommended Official Plan Policies

233 It is the policy of Council that a Community Services and Facilities Strategic Plan will be developed with the participation of local residents and service agencies, for geographic neighbourhoods of the City such as those areas undergoing Part II Plans. The Community Services and Facilities Strategic Plan will consider, but not be limited to:

i) a Community Services and Facilities Needs Assessment which will identify service deficiencies and determine service priorities for a specified area;

ii) the community service priorities with the standards for such services, where such standards are available;

iii) appropriate and flexible service delivery models and administrations;

iv) details of the required facilities, which would include among other things, size and programming potential;

v) preferred locations for the **community services and facilities**;

vi) appropriate City resources that could be used to facilitate the provision of the required services and facilities;

vii) those agencies and other levels of government that will be responsible for ensuring the provision of the necessary services;

viii) the anticipated timing and phasing in of the new facilities; and

ix) the area of need.

Explanation

"Community Services and Facilities Strategic Plans" will be the main documents identifying the City's approach to the provision of all community services and facilities. The City, therefore, should work toward ensuring that detailed Community Services and Facilities Plans exist for all areas undergoing rapid growth, and for all neighbourhoods undergoing rapid social change. This would include: new neighbourhoods such as Ataratiri and the Railway Lands; developing neighbourhoods throughout the City; and neighbourhoods subject to social change, such as St. James Town, Parkdale and the Bay Street Corridor. The basic assumption behind such plans is that the social fabric and service system of a neighbourhood is just as important as the physical fabric described by traditional land use plans. This perspective lends support to the Healthy City initiative adopted unanimously by City Council, and highlights the principle of social equity established by the Cityplan '91 citizens' Task Force.

These Plans would form part of the Part II Plans for an area and should be used to assess development applications submitted to the City. The purposes of the Community Services and Facilities Strategic Plans are to develop a more coordinated and effective planning process, by establishing community and social service priorities for an area, and to ensure that the appropriate facilities are built and services provided. These Plans should be reviewed and updated regularly, in order to reflect the changes that occur over time within an area.

The Community Services and Facilities Strategic Plan will be a resource for existing service-providers and funding agencies, as well as a guide for residents, City Council, and developers. We expect that such plans will help the City ensure that development proposals adhere to the policies outlined in the strategy.

As part of the process of developing the Community Services and Facilities Strategic Plans, local community service and facility needs would be identified for each individual planning area. These needs would be based on a "Community Services and Facilities Needs Assessment", which will identify the existing service deficiencies and include comments from both residents and service organizations.

The scope and context of the Community Services and Facilities Strategic Plans will vary according to whether the area is a large-scale, new development parcel (such as the Railway Lands or Ataratiri), or an area where the majority of the development activity is in other forms of residential intensification (such as the East Downtown). In areas such as Ataratiri, the development of the housing, community services and other uses can be carefully coordinated as the City has overall control of the development process. However, the "intensification" of existing neighbourhoods is more complex as it is driven by a variety of individual interests, which the City must then try and coordinate. The difficulty is that in the first case there is a greater certainty around the timing and phasing in of the housing, and the City is in control. In the later case, it is up to the individual developer to decide when to build a project, and the City has less control. For example, all projects could be built at once or phased in over a 10-year period. While we recognize that the need to address community services and facilities requirements is present in both contexts, the mechanisms and policies used to effect the development in these areas can be quite different.

Furthermore, the level of detail included in such Plans will vary according to the timing and extent of the planning anticipated for the area. For example, if a Plan is developed before any major redevelopment initiatives occur within the area, it would be broad in its scope, but should be revised once the nature and timing of the redevelopment is clear. If, from the outset, the Community Services Strategic Plan is responding to current and imminent developments in an area, then it should be more prescriptive in its approach.

Overall planning for community services and facilities should be coordinated with the planning of individual facilities and programs. Such a comprehensive approach to planning community services and facilities would help the City assess the available options for delivering an effective and appropriate range of services. It would also help the City identify any opportunities for joint program and facility initiatives with other service-providers, as well as provide a clear indication of where and how City resources should be applied.

Undertaking the kind of Strategic Plans for Community Services and Facilities outlined in the policy statement represents a new policy approach for the City. Therefore, it is especially important that such a policy be monitored by the Planning and Development Department and that a report be submitted as part of the regular Official Plan Review procedures.

7.3.3.4
Implementing Community Services and Facilities Strategic Plans

Recommended Official Plan Policies

234 It is the Policy of Council that prior to approval of a rezoning for residential purposes, in an area which is currently deficient, or would become deficient in **community services and facilities** as a result of the subject and other known applications, Council shall adopt a policy recommendation as to how the **community services and facilities** deficiency will be rectified. In adopting this policy Council may consider matters such as:

i) the **community services and facilities** needs as identified in a Community Services and Facilities Strategic Plan;

ii) giving priority to incorporating **community services and facilities** space in new developments;

iii) addressing the social impacts of the proposal;

iv) retaining existing **community services and facilities** within the area;

v) contributing to the development of new community services and facilities, in accordance with the priorities identified through the Community Services and Facilities Needs Assessment; and

vi) obtaining input from resident and community service organizations.

Explanation

The scarcity and high cost of appropriate sites has made it very difficult to locate community services and facilities within redeveloping areas of the City. With the anticipated redevelopment of of the Central Area and other portions of the City, the need to encourage the private sector to incorporate community services and facilities in their projects is critical. Providing the larger facilities is, obviously, much more costly and, therefore, less likely to be considered by the private sector than smaller facilities. Yet such facilities are certainly needed and the land on which to situate them is often privately-owned. Acquiring the land to accommodate them is an expensive proposition.

The experience gained from Harbourfront, and to a lesser extent from St. Lawrence, clearly indicates that failing to consider the servicing needs of future residents right at the initial stages of planning the communities has led to a longer, more complex, and more costly process. It is much more difficult and expensive to alter existing buildings or adjust "final" plans than it is to include space for the necessary services and facilities from the start. As a result of not adopting the more prudent, cost-efficient approach unsatisfactory compromises to actual buildings or sites, and adjustments to "ideal" programming for services have had to be made. And, this in turn has, led to enormous frustrations for the ill-served residents. Incorporating community facilities into the overall planning and development process for new residential areas, therefore, has considerable merit.

As a result of Council's assessment of new or additional residential developments in areas which were previously not residential or were soon to experience residential development, the City has an opportunity to be more "proactive" toward providing necessary community services and facilities. This is now happening in several areas throughout the City, notably in Ataratiri and the Railway Lands. The City would ultimately identify the appropriate range of services required through the Community Services and Facilities Strategic Plan process and then ensure that there is both sufficient space and land set aside for the implementation of the needed facilities.

In existing areas of the City where there is more than one developer who intends to apply for new or additional residential density, the City should encourage the developers to work together to define their respective roles in providing the necessary services. This would promote more cooperative planning and more efficient provision of the necessary services, as well as create a better balance between the physical and social infrastructures for each area.

PUBLIC SCHOOL ANNEX
COMMUNITY CENTRE AND
ST. LAWRENCE CO-OPERATIVE
DAY CARE CENTRE

The experience of St. Lawrence and Harbourfront is that schools, libraries and community centres should be provided at the start, along with housing.

7.3.3.5
Density Exemptions for Community Services and Facilities

The current Official Plan contains several provisions that enable space used for "community services and facilities" to be exempted from the calculation of a development's density. (These provisions are contained in sections 1A.35 and 1A.37.) The existing Plan contains a general statement that Council will encourage the provision of "community services and facilities" in the Central Area. In mixed-use districts, the Plan permits additional non-residential density in exchange for community services and facilities, up to a maximum level, provided that the additional density is used only for community services. In Medium and High-Density Mixed-use Areas, the Plan also allows for re-zoning of sites which permit additional "exempted floor area" for community services and facilities, subject to built form, traffic impact, and other criteria.

In Residence Areas of the Central Area, the Plan permits community services and facilities, up to the maximum permitted density. Additionally, in Residence Areas, the Plan allows a further 10 percent of gross floor area to be built for community services and facilities. In other words, the developer of a site can build a larger building (up to a certain maximum) than would otherwise be permitted "as of right" under the existing Zoning by-law as long as the additional space is made available for community service purposes.

These existing "density exemption" policies, which were designed to encourage developers to include community services and facilities in their projects, have only had limited use since their implementation in 1978, so it is difficult to draw firm conclusions. However, it is clear that even with these incentives, the City has not been able to encourage the private sector to provide space in new developments voluntarily. The main usefulness of the exemptions until now has, in fact, been for non-profit agencies redeveloping their own land for community services purposes, such as the Central YMCA on Grosvenor Street. In the few instances when the exemption policy has been used by the private sector, the space created has been offered at current market rents, which automatically prevents most community service agencies from using it.

While the density exemption policy has had limited use, its continued availabilty to date may be helpful. For example, it appears to show some potential to generate space for "cultural facilities", which are discussed in greater detail in Chapter 7.7. Some services have been provided that would not otherwise have been included in new developments. Even in early planning reports on this policy it was recognized that it would not likely be used extensively. This prediction has been borne out, and while the exemption continues to have limited application, its use to date has been valid, and it would be appropriate to continue to provide for similar opportunities in the future. We, therefore, recommend that a density exemption policy for community services and facilities, and for cultural and art facilities (discussed later in Chapter 7.7), be included in the new Official Plan. However, recognizing the need to encourage the provision of affordable space for community services and facilities in the City, we recommend that certain additions to the policy should be made.

Recommended Official Plan Policies

235 The existing density exemption policies as outlined in sections 1A.35 and 1A.37 of the Official Plan should remain and apply to both cultural and art facilities as well as **community services and facilities** with the following additional conditions.

Any space secured for **community services and facilities** purposes through the use of the density exemption policy must:

i) be made available for these purposes, at a rent that reflects no land cost for the life of the project;

ii) be in a visible and accessible location; and

iii) ensure that the priority for the occupancy of space must be in accordance with the findings of the Community Services and Facilities Needs Assessment for the area or other high priority needs identified throughout the City.

Explanation

The findings of the "community services and facilities needs assessments" that have already been undertaken throughout the City, clearly indicate that there is both a need to create additional affordable space and a need to ensure that existing service-providers are able to remain within the City. The need for additional community services and facilities is generated in part by the residential intensification of certain areas, such as the East Downtown, as well as by the expansion of existing service agencies faced with increasing demands, such as the 519 Church Street Community Centre.

In general, non-profit community service-providers are unable to afford the rent that space within new buildings commands. This is made doubly difficult because community service agencies generally need to be in a highly visible and readily accessible location, preferably at street level, facing the street, and along or close to a public transportation route. It is, therefore, critical to ensure that the space secured through the community services and facilities density exemption policy is affordable, appropriately-situated, and offers service(s) that have been identified as "high priority" for the area.

7.3.3.6
Existing Community Service Deficiencies

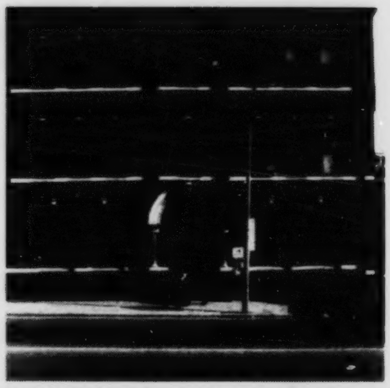
Recommended Official Plan Policy

236 In order that existing **community service and facility** deficiencies in neighbourhoods be addressed, it is the policy of Council to consider using appropriate City resources such as City grant programs and the use of its property for these purposes.

Explanation

The new Official Plan must deal with both existing service deficiencies, as well as projected increased needs for services and facilities. Existing deficiencies may have been caused by a variety of different forces, including changing demographic patterns (like an aging population and smaller household sizes), employment trends (like high unemployment, more women in the workforce, loss of manufacturing jobs, increase in low-paying service jobs), and cultural changes (like arrival and departure of different ethnic groups). The issue then becomes: how do we meet the current, as well as the new and changing needs of the existing communities within the City?

The City must play a leading role in identifying the specific needs and acting as a services advocate before other levels of government and the non-profit sector. It must also, however, assume some of the responsibility for meeting the needs, by offering its own property to appropriate service-providers and by establishing a capital implementation program for community infrastructure. This is discussed in more detail in Section 7.3.4.1 of this chapter.



As residential growth occurs in the East Downtown, there will be increased demands placed on existing agencies like the 519 Church Community Centre.

7.3.3.7
Community Services and Facilities That Are Displaced

Recommended Official Plan Policy

237 The impact of development on displacing existing community services and facilities should be considered as part of the planning for all redevelopments within the City, and all best efforts should be made to retain community services and facilities in their existing locations or relocate such facilities to suitable locations within the new development or area.

Explanation

Service-providers that are well-established in a community are a tremendous local resource: they know the area; they know their clients; and they are in a good position to anticipate future needs. If they are forced out of the area as a result of redevelopment, their loss can strike a terrible blow to the community and its ability to adjust to new circumstances.

Land and construction costs are obviously major considerations in the development of new facilities. Redevelopment can have a drastic impact on existing service-providers, who often lead a precarious existence even at the best of times. Very often, they live a hand-to-mouth existence, operating from free or inexpensive locations donated by churches, synagogues and other social service institutions, or from low-cost, third-rate commercial space. These types of spaces are simply not available in newly developed neighbourhoods, and are often no longer affordable in areas experiencing significant redevelopment. With land at a premium, even churches, synagogues and various other organizations are selling their sites for redevelopment, further reducing the stock of affordable space for community services. For example the Bay Centre for Birth Control was required to vacate the street-front location they occupied for over 10 years directly along Bay Street and move to an eighth floor location, as a result of the anticipated development of the East of Bay Lands. So, if current service-providers are forced out of their existing space, either by private or by non-profit redevelopment of the site, they may never find another suitable and affordable location in the area.

These trends, coupled with the fact that a large number of community service agencies rent rather than own space throughout the City, indicate that some community agencies may well be displaced – or eliminated. Unless the City acts, these agencies are likely to fall victim to rising rent and/or the sale of the buildings they occupy. The City, therefore, must do everything in its power to retain and/or help relocate existing services in their areas, as is recommended above.

7.3.3.8
Providing Space in Local Community Facilities

Recommended Official Plan Policy

238 **It is the policy of Council to encourage all existing community service agencies to make space available within their facilities for local community use at a nominal cost.**

Explanation

Recent studies of community service needs, which have been undertaken by the Planning and Development Department, clearly indicate that there is a shortage of both space and affordable space for community-initiated programs and activities. The City of Toronto provides space for community groups in its community and recreation centres for a nominal cost. The Portuguese Inter-agency Network has offices located in the McCormick Community Recreation Centre and "Sistering" (a drop-in for isolated women) is located in the Scadding Court Community Centre. All future City-initiated centres should consider the need for flexible, community-controlled space and make some space available to local groups and agencies at nominal rent. The Toronto Public School Board and Metropolitan Separate School Board both encourage the community to use their schools outside of school operating hours. These School Board policies reinforce the notion that schools are an important community resource, which can be used to accommodate a broad range of needs for both existing and future residents.

7.3.3.9
Common Space in Residential Developments

Recommended Official Plan Policy

239 **It is the policy of Council in those areas where shared amenity space is to be required for residential buildings, that such space must include space for community common rooms. These spaces should have natural light, be located in a visible location, accessible, and adjacent to outdoor open space. The floor space occupied by such a room should not be included as part of the permissible density, up to maximum limits.**

These residential developments should also be encouraged to include a permanent sign describing the common rooms, public amenities and/or community services and facilities which are provided in the building.

Explanation

Not all community needs can be satisfied by providing a formal service. Making space available to residents for informal community activities is critical to enabling people to identify and meet many of their own needs. This can be accomplished by providing community meeting space both within the individual residential developments, as well as within local community facilities.

"Common community space" within an individual building is an important resource which allows residents to get together for administrative, political, and social functions. The common meeting space fosters the growth of a genuine sense of community by giving residents both an opportunity and a place to get together.

These spaces function best when they are in a visible location (rather than tucked away in a remote corner); have natural light (rather than just harsh artificial light); and are accessible to outdoor open spaces. Given that these spaces provide an important public benefit, they should be made exempt from the density calculations. However, this exemption should be limited, based upon the building size.

In order to ensure that tenants and/or condominium owners are aware of the facilities that the original developer has undertaken to supply, a permanent notice should be fixed in a visible place in the lobby. This notice should describe both the private and the public amenities which are, or are to be, provided for residents of the building.

7.3.3.10
Planning for Daycare

Recommended Official Plan Policy

240 It is the policy of City Council to encourage and facilitate the development and provision of licensed, non-profit daycare services throughout the City in residential and mixed-use areas. Council shall further encourage the inclusion of a daycare facility in all new City-initiated developments, including community and recreation centres and large social housing developments.

Explanation

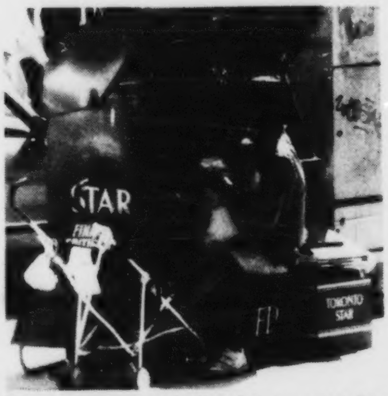
Daycare services that support families and enrich early childhood development are important resources which most families will need for some portion of a child's first 12 years. Lack of affordable, high-quality, conveniently located daycare can have devastating effects on families with young children, as has been documented in report after report for the last 20 years. Information obtained from the waiting lists of daycare centres receiving the City of Toronto Daycare Grant indicates that there are 4,172 families waiting for a daycare space to become available. These centres comprise the majority of daycare operators in the City of Toronto, and provide a total of 6,231 licensed spaces. The waiting lists of these centres comprise 67 percent of the total number of available spaces.

During the past decade, the City has supported the development of daycare services in both residential neighbourhoods (St. Lawrence Cooperative Daycare) and in the workplace (Hydro Kids). In order to help establish more licensed daycare services, City staff have provided information and technical assistance. As a result, important collaborative initiatives with the Toronto Board of Education, employers and employee groups, parents and community groups have resulted in increased daycare services for residents and workers. The City has also instituted a Daycare Grant, which has helped raise the all-too-often low wages of daycare workers.

Daycare services that support families and enrich childhood development are vital community resources that must receive high-priority treatment. Some progress has undoubtedly been made, and the City has been involved in a number of important and innovative programs. But a great deal remains to be done.

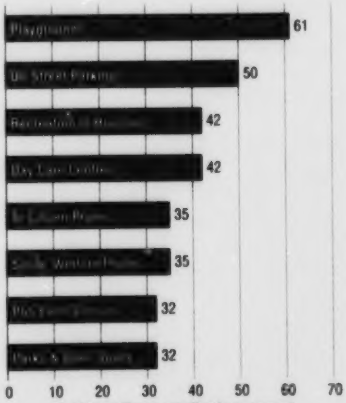
Currently there are not enough daycare services to meet the needs of workers and residents in the City. The need for improvement of daycare centres was identified by 42 percent of the people who responded to the *Central Area Residents Survey*. (Refer to Figure 7.13) *Cityplan '91 Background Report No. 23: Planning for Daycare in Toronto*, prepared by the Planning and Development Department, calculates the existing deficiencies in service capacity, and identifies the issues that must be resolved in order to improve daycare services for Toronto's families. The demand for daycare is expected to increase, particularly in the newly developing areas of the City, such as the Railway Lands, Ataratiri, Queen-Dufferin, Bloor-Junction and East Downtown.

The City has a proven record in facilitating the creation of new workplace daycare facilities. However, it is important that this be balanced with the provision of neighbourhood-based daycare, so that families have a choice about whether to "take the child to work" or to "leave the child in the neighbourhood". Different parents may have different preferences and their preferences should be respected. The City, therefore, should facilitate the provision of daycare facilities throughout existing and new residential areas, for both residents and workers. And the City should help locate licensed daycare centres in "City" developments, including social housing projects and community and recreation centres.



There is a tremendous shortfall of daycare spaces for residents and workers in the City.

Figure 7.13
Services Most Intensively Used by Central Area Residents



Source: Central Area Residents Surveys, City of Toronto Planning and Development Department, 1989

Recommended Official Plan Policy

241 Workplace daycare conversion provisions will be introduced in the Financial District and the High Density Mixed-use Area in the Bloor-Yonge area. This policy, pursuant to section 36 of the Planning Act, will allow for the conversion, at a specified rate, of a portion of the permitted residential floor area to commercial floor area, in exchange for the rent-free provision of a fully furnished and equipped non-profit daycare centre.

Explanation

More workplace daycare was one of the items mentioned at the Cityplan '91 focus group discussion of "Downtown Workers". "To put things in perspective," one respondent commented, "how many large, luxurious boardrooms in these towers go empty all day? Compare that with how much space you'd need for a daycare facility." The City has been instrumental in securing on-site workplace daycare. During the past decade, City Council has secured the provision of approximately 550 licensed daycare spaces in various workplaces. Most frequently, the daycare facilities are located in the Financial District, for example, Scotia Plaza, and Waterpark Place, which are already in operation, and Eaton Centre Phase II and BCE Place, which are yet to be built, because they have been secured as a "public benefit" through the provisions of Section 36 of the Planning Act.

The daycare "public benefit" has included the provision of land; the construction and outfitting of the licensed, non-profit daycare facility, including outdoor play space on the site of the development; landscaping and the provision of all furnishings and equipment; and the provision of funds to the non-profit daycare operator to assist in start-up costs. These facilities have been made available at nominal rent to the non-profit daycare operators, who otherwise would not be able to afford to locate in the Financial District. Such workplace daycare centres are good for both employees, who have convenient, affordable, reliable daycare, and for employers, who retain the services of experienced employees and/or can attract new employees. Without the Section 36 bonusing provisions, these facilities would not have been provided in these mixed-use areas because of the exorbitant cost of the land and the lack of capital funds to create the facilities.

Despite the success of obtaining workplace daycare, social housing and other public benefits through the application of Section 36, legitimate concerns have been raised, especially about the impact of increased densities on the built form of the City. These must and have been addressed elsewhere throughout this report.

In certain mixed-use areas of the City such as the Financial District, it may be appropriate to permit single-use office buildings. In these areas the conversion of "as-of-right" residential density to commercial density, in exchange for daycare and/or other "public benefits", would enable the City to achieve certain objectives without permitting higher buildings that would ordinarily be achieved. This "conversion policy" would only be used to allow the conversion of permitted residential density to commercial density within a predetermined physical "envelope". This would help to ensure that the built form objectives for the area are not jeopardized. Further details of this approach are included in Chapters 8 and 10.

7.3.3.11
Planning for New School Facilities

Recommended Official Plan Policies

242 Council recognizes that schools are an integral community resource which serve as learning institutions; socio-cultural centres; and a source of valuable community space.

The development of new and existing school sites must ensure that grade-related outdoor play space for the students is available.

The health and safety concerns of school children and staff, as well as creating an appropriate and accessible learning environment, must be considered in the siting of new school facilities.

243 It is the policy of Council to encourage and promote the shared use of schools, parks and public open space.

Explanation

Schools across the City have been valuable community resources throughout the years. During the 1970s when school enrolment declined significantly, the School Boards adopted a policy to continue to keep the schools open. This practice, coupled with the City's initiatives to encourage housing to be built downtown, ensured that the very basic elements of residential communities continued to exist in the City.

Over the past five years, schools throughout the City have experienced a steady increase in enrolment. In some instances, this has even resulted in schools being at or above their capacity. With the redevelopment and residential intensification of existing areas and the creation of new neighbourhoods, additional school sites must be secured throughout the City.

Of necessity, a school requires a fairly substantial portion of land. Given the high cost of land (particularly in those areas experiencing redevelopment) and the density at which such areas are being developed, securing a school site is not an easy task. A flexible and creative approach in planning these new school facilities is, therefore, required.

It is difficult to standardize the site requirements of a school as each area contains a different set of objectives and physical limitations. For example, in some cases new school sites can be located in or directly adjacent to a park; this will reduce the need to provide a separate soft-surface play area. Also, when there is the need for both a public and separate elementary school in an area, the site requirements are obviously greater, but there is also the possibility for shared use of space. The guidelines prepared by the Boards of Education have provided a basis upon which the discussion and planning of school sites can focus.

7.3.3.12
Planning for a Safer City

Recommended Official Plan Policy

244 It is the goal of Council to promote a safe city, where all people can safely use public spaces, day or night, without fear of violence, and where people are safe from violence.

Accordingly, Council shall adopt guidelines respecting issues of safety and security for the purposes of reviewing developments.

Explanation

Toronto is a relatively safe place to live. Yet many people who live in Toronto do not feel free to use public spaces and public amenities at certain times, because they are afraid. A recent Maclean's/Decima poll, for example, indicated that 68 percent of the Toronto women questioned were "afraid to walk the streets of (their) community at night alone", compared to only 18 percent of the men interviewed.

Several women "Downtown Workers" surveyed by Cityplan '91 reflected this sense of unease, like the woman who said, "If I leave the office (on Simcoe Street) after dark, I'm very worried about walking on some of these streets over to the subway ... or at Christmas, it's already dark after work and I want to go over to the Eaton Centre to shop." And another woman, who was afraid even during daylight hours, "I feel really uncomfortable even during the middle of the day if I walk past the Yonge/Dundas area. It's a real hangout." Other women specifically mentioned underground parking garages as places they avoid at night, if at all possible. And others singled out parks and ravines as places where they sometimes feel unsafe. Unfortunately, this sense of insecurity has increased greatly in recent years. One "jogging enthusiast", for example, noted that her "comfort in jogging through the ravines had dissipated over the last few years." Whereas she used to jog in a downtown ravine on a Saturday morning, she "no longer felt comfortable enough to go alone on even daytime jogs in these areas."

While it is unclear whether the actual (as opposed to reported) violent crime rate has increased, there is growing awareness and concern about physical and sexual assault in Toronto's homes, as well as on its streets. Community-based women's groups have played a major role in pushing the concerns of safety and security to the forefront of public awareness.

As indicated earlier, the majority of those who do not feel free to use public spaces and public amenities because they are afraid of being attacked or harassed, and the majority of those who are physically and sexually abused in their own homes, are women. The young, the elderly, the disabled, and the visibly "different", are all also at increased risk. The City, therefore, has decided to place a high priority on eradicating "public violence" against women. "Public violence" against women encompasses not only actual harassment and physical assaults that occur in public or semi-public places (like streets, underground garages, shopping malls, TTC stops, and parks), but also social attitudes that ignore and/or foster acts of physical and sexual assault against women (like rape defences that blame the victim or employers who fail to take charges of sexual harassment seriously).

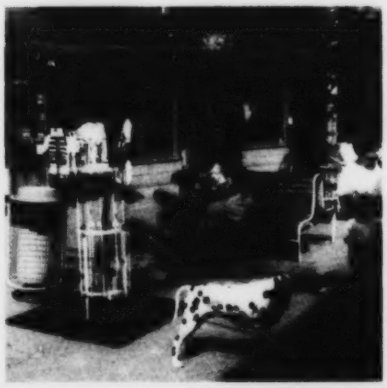
Combating "public violence" involves making the physical environment "safer", as well as using all the powers and institutions of government to raise public awareness and change public attitudes (such as distributing information about wife assault via the library system or the health care system or the education system). Obviously, a City that is safer for women will also be safer for everyone.

All levels of government have a role in responding to violence against women. Specifically, municipal governments can do much to prevent public and private violence against women. The City can promote self-defence and the development of assertiveness skills by providing free "Wen-Do" courses in community centres. It can help disseminate information developed by METRAC (Metro Toronto Action Committee on Public Violence Against Women and Children), including their "Women's Safety Audit Kits" which help women to analyse their neighbourhoods, workplaces, and other community spaces and to make recommendations about lighting, landscaping, design, and other features that may make these places "unsafe". It can provide funding and other information to the many energetic women's action groups in Toronto. These are among the many initiatives undertaken by the City of Toronto in the last two years.

In addition to the community initiatives outlined above, the City can accomplish a great deal by using the available instruments of planning and design. The 1991 Official Plan review, therefore, provides an important opportunity for the City of Toronto Planning and Development Department to pursue the goal of creating a safer city. Planning staff can place issues of safety and security at the top of the list of issues to be discussed when new buildings, new open spaces, and new area plans are being evaluated, and they can actively consult the public about possible problems and solutions.

Existing barriers to participation by the public, especially by women, must be overcome, for example, by providing child care so parents can attend public meetings. "Development Review Guidelines" similar in form to the *Guidelines for a Barrier Free Environment*, which were developed to make the physical environment more accessible to people with disabilities, are being created to cover issues of safety and security. When available, these can be used by planners, community groups, developers, and builders to evaluate development proposals. These guidelines will cover factors such as lighting, visibility, signage, and elimination of "entrapment spots" in places such as parking lots, parks, residential neighbourhoods, and industrial areas. These strategies were included in *The Safe City Report: Municipal Strategies For Preventing Public Violence Against Women*, which was adopted by City Council in 1988.

The Safe City Committee, which was created following this report, consists of five City Councillors and 15 representatives of community organizations, who monitor the implementation of the *Safe City Report* and develop policy. *Cityplan '91 Background Report No. 10: Planning for a Safer City*, provides further information on the issues surrounding planning for safety and security in our City. The chapters of this report that deal with "The Physical Form of the City" and with "Parks and Open Space" outline further recommendations. (Chapters 5.2 and 5.3)


Safe places are places with "eyes on the street" from other pedestrians and adjacent buildings.

7.3.3.13
Planning for Older People and People with Disabilities

Recommended Official Plan Policy

245 It is the policy of Council to provide programs, services and amenities which support the independence of older people and people with disabilities and encourage their integration in the community.

Council will adopt policies and goals for housing, transportation, health, recreation, community services and facilities, and public works that will promote the provision of appropriate services for older people and people with disabilities.

All organizations shall be encouraged to make their facilities and programs accessible to older people and people with disabilities.

Explanation

Older people and people with disabilities are like other people: they want to live independently and to make their own decisions. They want to participate in the life of the community and not be segregated from it. This was a major theme of *Cityplan '91 Background Report No. 6: Integration and Independence*, which discussed people with disabilities, and *Cityplan '91 Background Report No. 19: Planning to Grow Old in Toronto*. And it was a theme pursued by other Cityplan '91 initiatives, like the brief submitted to Cityplan '91 by the Mayor's Committee on Aging, which stressed that "seniors are entitled to live in the same community as they get older ... (they) should not be ghetto-ized."

Wherever possible, services, programs and facilities should be designed or adapted so that they are

We must design our City to provide mobility for persons with disabilities.

Seniors are entitled to live in the same community as they get older ... they should not be ghetto-ized.

appropriate for older people and people with disabilities. If special or enriched services are required, they should be provided to the extent possible. The needs of people with all types of disabilities, including mobility, vision, hearing, cognitive and emotional impairments, and chronic or degenerative diseases must be considered as part of all planning and related initiatives. Older people will generally be accommodated by the facilities for people with disabilities, although their priorities for services may be different.

7.3.3.14
Community Participation

Recommended Official Plan Policy

246 **It is the policy of City Council to encourage the participation of all residents in decisions which will affect their lives. Meetings to discuss proposed planning and policy amendments, design issues, programs and practices with respect to parks, transportation, housing, health, recreation, or other community services and facilities shall be held at times and places and in ways which are appropriate and accessible to the local residents and other users of the facilities including people of all ethno-cultural groups, all ages and people with disabilities. Notice of such meetings and materials provided at such meetings shall be in a form appropriate to the needs of participants.**

Explanation

"Community Participation" in making decisions about issues affecting people's lives is fundamental to creating both healthy and vibrant communities, as well as creating healthy, "empowered" individuals. The process to involve people in making decisions about planning (and other) issues must include not only those groups of people who have traditionally been involved, but also other groups who have been ignored or unable for one reason or another to participate. This was a point stressed by social planner Marvyn Novick at the Cityplan '91 Forum, when he commented that "building into the process of city planning the empowerment of historically under-represented populations and sectors" is fundamental to promoting "social equity" as a reality in Toronto.

The Cityplan '91 process deliberately set out to contact traditionally marginalized and ignored groups, including street kids and homeless people. It was one of these most marginalized of people, a homeless man, who deftly reinforced this very point, when he commented, "We are 'homeless' not helpless. We should have more input." The Cityplan '91 citizens' Task Force picked up on this important theme and concluded its report with a call for "community empowerment", saying, "The Task Force believes a healthier urban environment will emerge if the residents have the right to participate in the decision-making processes of local government, at all levels of policy and decision-making, on the issues that affect their housing, community and workplace."

Many people now feel excluded from meetings because the meetings are held at times and places which are not suitable. For example, shift workers are unable to attend evening meetings and some people require translation or interpretation of the notices and proceedings. Sign language, audio cassettes, listening devices or materials in Braille may also be required to assist the participation of residents who have hearing and visual handicaps.

7.3.3.15
Planning with a Multicultural and Multiracial Perspective

Toronto is now one of the most ethnically diverse major cities in the world. This has, of course, not always been the case. In 1911, Toronto was 80 percent "British" in origin. Successive waves of immigration, especially since World War II, transformed the nature of the City, so much so, that by 1976 more than half the City's population traced its roots to somewhere other than the British Isles. And today, 40 percent of the City's population has a first language other than English. Toronto has undoubtedly derived tremendous benefits from the arrival of so many people from so many parts of the world. We have broadened our range of cultural interests and facilities. And we have generally altered our sense of our City and its place in the larger world. But the process of absorbing immigrants has not been, nor is it now, totally painless. Racism and misunderstanding have taken their toll. Vigilance, sensitivity, and a general willingness to work together to work problems out are all required now, as perhaps never before.

As outlined in the *Cityplan '91 Background Report No. 14: Language Groups and Immigration*, Ontario is the main immigrant reception area for the nation. Between 1980 and 1987, for example, immigrant landings in Ontario increased steadily from 44 percent to 56 percent of Canada's total. The City of Toronto absorbs approximately one-third of Ontario's new immigrants. As a result, the population of Toronto has become ethno-culturally, linguistically, and racially diverse. And in the Central Area of the City, one in 10 persons speaks Chinese.

Canada and Ontario will continue to rely on international immigration for population and labour force growth. Metro and the City of Toronto continue to be significant immigrant receiving areas for the province and the country. As new immigrants choose to settle in the City, they will continue to have an impact on the City's fabric. The increasing number of immigrants from developing nations will present new challenges within the municipal planning context. For example, housing for special groups such as refugees, will need to be provided, and community services should be made available in various languages. The recently announced 1991–1995 Federal Immigration Plan clearly states that Canada is prepared to accept at least 200,000 additional immigrants each year to bring the country's population to a total of 33.7 million people by 2026.

The City's 1991 Official Plan provides an important opportunity to include sensitive and innovative planning policies designed to enhance the richness of our culturally and racially diverse City and to tailor plans and programs to the specific needs of different cultural groups. As part of the "Green Places, Safer Places" public forum sponsored by the City Planning and Development and Parks and Recreation Departments, a survey of the Portuguese, Chinese and Spanish residents who used various parks within the City was taken. The survey was translated into each of the respective languages, and people were approached in their own language. Certain patterns of use were identified; for example, safety was not an issue for the Chinese seniors interviewed, as they only use the park in the mornings and when they know that a group of their friends will be there. While the people questioned were eager to provide their opinions, they were also sceptical that the process would not continue and that it was a "one shot deal".

Toronto has become a mirror of the world, a City where persons of many cultures and races are learning to live and work together.

Fortunately for Toronto, when native-born Torontonians abandoned the Central City for the suburbs in the 1950s and 1960s, a large and continuous influx of immigrants maintained the City's population base. These successive waves of immigration and a strong commitment to home ownership helped to keep postwar Toronto as a residential City. Toronto's cultural mosaic evolved over decades and is the result of numerous forces. The pattern of Toronto's physical form, community values and government policies all nurtured the cultural mosaic.

Recommended Official Plan Policy

247 It is the policy of Council to recognize the City's ethno-cultural and racial diversity and accommodate this diversity through its built form, and design of parks and open space, availability of community and social services, cultural facilities, public art, retail and commercial strips, industrial and residential areas.

Explanation

Planners and the Official Plan can do a good deal to support and enhance Toronto's ethnic diversity. Since the early 1970s, Toronto planners have emphasized mixed-use developments, the preservation of inner-City neighbourhoods, and the retention of retail areas which have been the springboard for successive waves of immigrant entrepreneurs. Planning policies for business improvement have encouraged merchants to market the local area's ethnic character. Multilingual street signs and names such as "Little Italy", "Portugal Village" and "East India Bazaar" are now commonly recognized in communities within the City.

Spadina Avenue, for example, has remained an important focus for commercial, residential and cultural activities as successive generations of new immigrant groups have moved in and out of the area – first Jewish, then Portuguese and now Chinese. Recent mixed-use developments on Spadina Avenue maintain the scale of the surrounding commercial area, while introducing public spaces and courtyards which reflect the Chinese community's desire for urban space that can be used for community gatherings. In these developments, residential areas are set back, behind the commercial space, in keeping with the pattern of the neighbourhood.

In addition to influencing the form and content of specific residential and retail areas, Toronto's ethno-cultural and multiracial groups have also had a significant impact on the City's economic growth. Many recent immigrants to Toronto, for example, have established small businesses, thereby contributing to both job creation and neighbourhood vitality. Immigrants have also traditionally provided the labour pool for Toronto's largest industrial employer, the fashion industry. Zoning policies have been specifically designed to protect this industry from the intense redevelopment pressures sweeping across much of the downtown Core. In addition, a Garment Workers' Centre has been established in a City-owned building; the centre includes a daycare, as well as English as a Second Language classes (which are provided by the Toronto Board of Education) for workers in the area. The daycare centre was organized by the City Planning and Development Department for the industry's largely non-English-speaking employees. By providing high quality, conveniently located and affordable child care, the City has offered much needed support for these immigrant workers.

Recommended Official Plan Policies

248 It is the goal of Council to ensure that public processes be culturally sensitive and accessible to ethno-cultural and racial communities. Accordingly, Council shall take the necessary steps to seek representatives who reflect the ethno-cultural and racial diversity of the area under consideration for community reference groups including but not limited to working committees and task forces.

249 Council shall support, through its grant programs, ethno-cultural initiatives which focus on increasing the ability of multicultural groups to participate in the municipal government process.

Explanation

As noted earlier in the discussion of "citizen participation", public participation by all groups in planning and other forms of civic decision-making is essential to making "social equity" a reality in Toronto. It is also essential to making the City genuinely reflect and fulfil the needs of its citizens. But the only statement included in the 1976 Official Plan about ethno-cultural issues was the designation of Chinatown as an area of "special identity". Efforts now need to be directed toward encouraging the various ethno-cultural and multiracial groups to participate more fully in planning the City.

Because of the tremendous mix of languages (there is estimated to be over 80 languages spoken in the City of Toronto) and cultures, new approaches to involving ethno-cultural and multi-racial groups in the planning process are needed. These will need to go beyond the current practice of translating specific documents and notices into several languages. A more proactive approach is required that will focus on both community education and outreach.

As part of the Cityplan '91 process, an ethno-cultural consultant was hired to conduct an outreach program with various ethnic, cultural, and racial groups throughout the City. She conducted roundtable discussions with community leaders and activists, who emphasized that different groups had different priorities and different needs. (See also, "Cityplan '91 Multicultural Forums" in *Cityplan '91 Background Report No. 4: Planning Toronto's Future: A Compendium of Views. Part 2*) Where appropriate, this effort should be continued and expanded for all major municipal initiatives.

The proposed policies outlined above are consistent with the goals of the City of Toronto's multi-cultural access program, which focuses on making City services more "accessible" by attempting to remove the barriers that may be presented by organizational complexity, language differences, cultural insensitivity, racial intolerance and discriminatory attitudes and practices. For example, the Toronto Business Self-Help Office, located at City Hall, provides information and assistance to prospective entrepreneurs. Recently, the Office co-sponsored a series of seminars that offered interpretation in Chinese, French, Spanish, Portuguese, Italian, Urdu and American Sign Language. The plan is to continue this type of community outreach.

The Fashion District Daycare has been established in a City-owned building to provide high quality affordable daycare for garment workers.

7.3.3.16
Securing Community Services and Facilities

Recommended Official Plan Policy

250 Council should establish and fund an appropriate capital implementation program for **community services and facilities** and advocate to senior levels of government to ensure that appropriate funding and legislative mechanisms are in place in order to facilitate the development of such services.

Explanation

In the past, cities have not had all the funding powers they need to raise the money required to provide adequate community services and facilities, especially services for new developments. Now, funding of social and community services is becoming even more difficult as senior levels of government continue to pass down the costs of service delivery to local government, without authorizing corresponding increases to local fundraising or taxing powers. The most blatant example of this practice is the reduction in funding from the Province to the local school boards. In 1990 the Metropolitan Toronto School Board received less than one percent of its revenue from the Ministry of Education. The remaining funds were raised by the municipalities through the tax base. Cutbacks at the senior levels of government have also had an impact on the provision of services. Local school boards are unable to meet the demand for new school facilities, and this has resulted in severe overcrowding. The City may be the level of government most familiar with local needs, but it has only limited options and resources available for meeting those needs.

The Province of Ontario has recently passed the Development Charges Act (DCA -Bill 20), which is intended to supersede "lot levies" in Ontario. Unfortunately, this new Act will not be of much help to Toronto with respect to the provision of community services. The new "development charges" specified in the Act can be used to finance the capital cost component of certain community services that are required to serve new needs generated by new development. "Services" are not defined in the DCA, but can include those community services which a municipality or local board is actually providing prior to the passage of a DCA by-law. The standard of service can be no higher than the highest level of service provision in each of the 10 years preceding the by-law. And the range of services is limited to those services actually being provided at the time the "development charges" are calculated. For example, if no community centre exists in a municipality, a development charge cannot be imposed to finance it, until such time as one is built from general tax revenues or debenture.

Cityplan '91 Background Report No. 24: Community Services Policy and Planning, clearly indicated the limitations of this new Act. Specifically, the Development Charges Act is designed primarily for financing new community services and facilities in suburban and regional municipality subdivisions. It is less helpful in an existing densely built urban area. It appears that the City can expect only limited funds for community services from the implementation of the Development Charges Act.

The Province has also required municipalities to plan for the development of a prescribed minimum level of affordable housing. In Toronto, this translates into requiring the provision of socially-assisted housing. It is generally accepted that people who live in social housing require and use a wide variety of community and social services. A caring City and a caring society have an obligation to meet the needs of all citizens, as was emphasized by the Cityplan '91 Task Force. It is, therefore, critical that the Province be made aware of the need for supplementary programs to provide community services and facilities in areas where social housing will be concentrated. The Province could also alter its current social housing funding policies to encourage the provision of community services. This could be achieved by increasing the "non-shelter cost" of the Maximum Unit Prices to a level which would enable social housing-providers to contribute toward the provision of community services and/or provide such services on site.

The City must be an active advocate for the creation of high quality, well-serviced communities, both by using its own planning tools to the best advantage, and by persuading other levels of government to change their policies in appropriate ways.

7.3.3.17
The City's Advocacy Role for Daycare

Recommended Official Plan Policy

251 It is the policy of Council to advocate to senior levels of government to:

i) allocate sufficient funds to ensure that all eligible families in the City of Toronto receive subsidies for licensed daycare services;

ii) allocate sufficient funds for capital construction and start-up grants for new and expanding daycare facilities within the City of Toronto;

iii) ensure that the funding guidelines and procedures for social housing enable the inclusion of daycare facilities and other appropriate community services in new non-profit housing developments.

Explanation

Daycare is one of the few social services that operates on a "fee for service" basis. Therefore, the major source of revenue is parents' fees. Currently, approximately 58 percent of the licensed daycare spaces in the City are used by families who have received a government subsidy to assist them in paying fees, which may range as high as $10,000 per year for an infant. However, the demand for subsidies is far greater than the supply, so many needy families are either carrying a very heavy financial burden to keep their children in daycare or are simply unable to afford to send their children to daycare. In both cases, families with children suffer severe consequences. Sufficient subsidies are, therefore, essential to ensure that all families have access to affordable daycare services.

The existing capital grant program of the Ontario Ministry of Community and Social Services makes funds available to build, renovate, and equip licensed daycare facilities. The Ministry of Community and Social Services will make available up to 80 percent of the capital costs and the

The City, Metro and the Province must work together to ensure that subsidized daycare spaces are available for eligible families.

sponsoring group must provide the remaining 20 percent. Unfortunately, most non-profit organizations have found it very difficult to fund-raise their share of the cost.

In recent years, the Province has only made limited capital funding for daycare available to the City of Toronto. This is due to the perception on the part of the Provincial government that the City of Toronto is a comparatively well-served community. Therefore, relatively few capital grants have been made available to establish new programs and, as a result, many unmet needs continue to exist. Clearly, there is a need to reinforce the partnership between the City and the Province with respect to adequate provision of essential capital grants.

Currently, non-profit housing developers have great difficulty obtaining and coordinating funding for daycare and other community facilities in their developments. Many of these non-profit developers want to include such services in their housing complexes, but are unable to incorporate the construction costs for the daycare facility within the funding allocations received from the Ministry of Housing. Here, as elsewhere, these services have been found to benefit both residents and the entire community in which the housing development is situated. The City, therefore, should do all in its power to persuade senior governments to streamline their approval and funding processes, and to ensure that sufficient funds are made available.

7.3.4
OVERVIEW

Toronto, "the City that works", is a fortunate city that has created great wealth and opportunity for many people. But, as has been indicated here and elsewhere in this report, Toronto has not "worked for everyone". Some people have been left out, quite literally in the case of the growing numbers of homeless people; and some people have never been allowed "in", in the case of other disadvantaged groups discussed in this chapter. We want to use the Cityplan '91 process as one way to help redress this balance. As social planner Max Beck so aptly told the Cityplan '91 Forum at the beginning of this process: "We want to ensure that the benefits and costs of life in the community are fairly and humanely distributed among all segments of the population. We want to ensure that change improves the lot of those already disadvantaged, not worsen it."

The new Official Plan may not be able to accomplish all that is required, but it provides an especially useful tool to help ensure that future City growth and physical development do, in fact, improve the lot of those already disadvantaged.

7.4
INDUSTRIAL LANDS

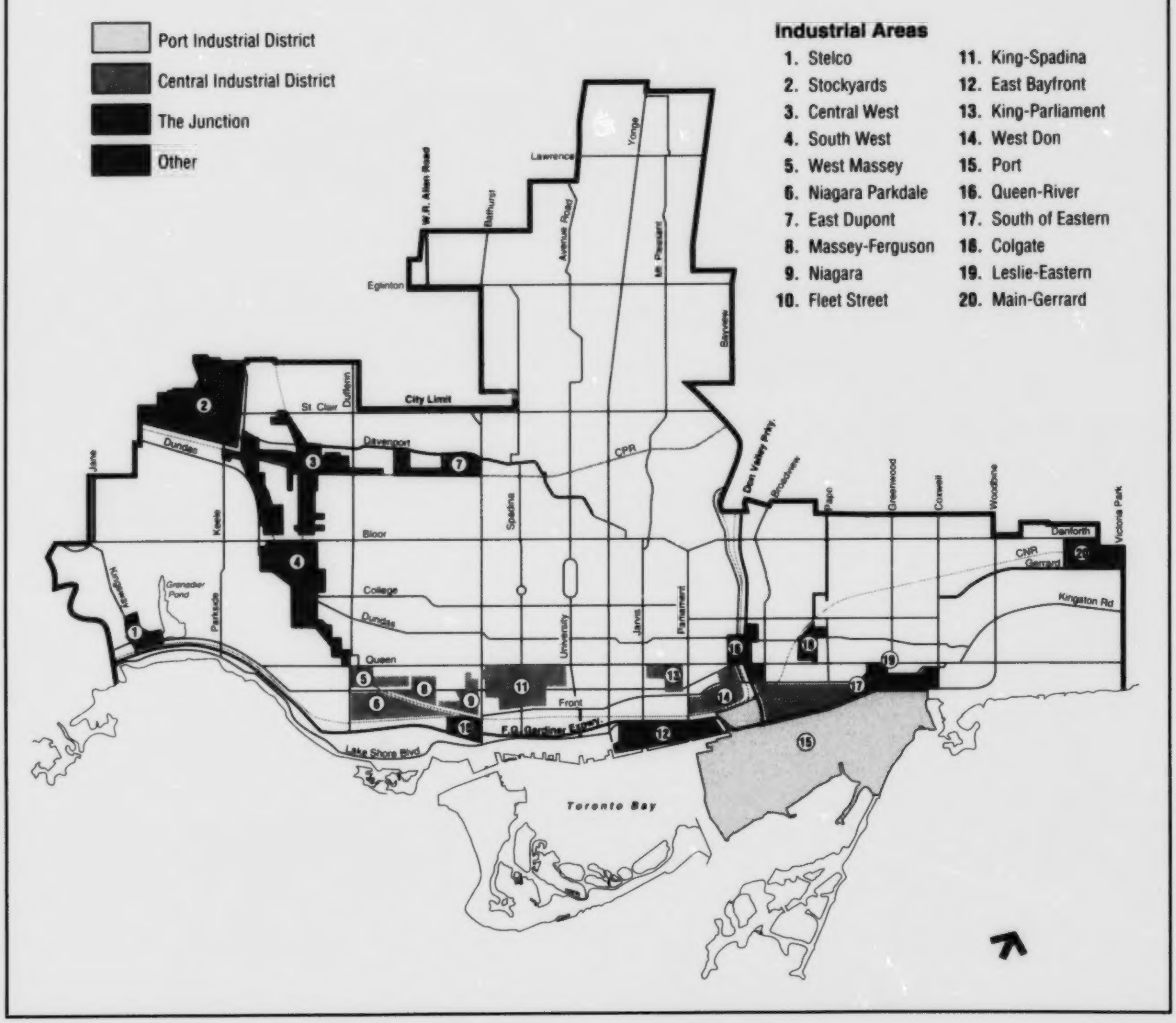
> "The City must clearly identify lands to be retained for industrial use in order to stabilize their use and encourage the creation of industrial employment."
>
> **Cityplan '91 Task Force**

Diversity is essential to the health of the local economy. And jobs are essential to the health of individual citizens. "The best instrument of social equity and community cohesion in the City has always been and will always be a good job," Toronto planner Joe Berridge emphasized at the Cityplan '91 Forum. The truth of this statement becomes increasingly evident as a recession continues to batter Toronto, with both unemployment rates and welfare rolls hitting unacceptable levels. But even when the good times roll, a diverse economy is essential. And a healthy industrial base is the key to a diverse economy.

In recent years, as described below, we have come to recognize that it is not sufficient to simply protect or designate adequate areas of land for use by industry in the City. There is also a need to identify and promote specific industrial sectors which can be successful in the City and that would provide the greatest social benefit from a City location. As a result of these initiatives, we have been successful in encouraging certain types of industry to remain and expand in the City, most notably those in the fashion, film, media and publishing sectors.

As shown on Map 7.3, industrial lands occur throughout the City and, consequently, the discussion and policy proposals in this chapter of the report extend beyond the confines of the Central Area. The future of the industrial lands is of City-wide importance and this report continues to support the fundamental assumption of the 1974 report, *A Place For Industry* "...that industry has an important function within the economic life of the City as a provider of goods and services, as a source of employment and for social reasons."

Map 7.2
Industrial Districts and Areas


Port Industrial District
Central Industrial District
The Junction
Other
Industrial Areas
1. Stelco
2. Stockyards
3. Central West
4. South West
5. West Massey
6. Niagara Parkdale
7. East Dupont
8. Massey-Ferguson
9. Niagara
10. Fleet Street
11. King-Spadina
12. East Bayfront
13. King-Parliament
14. West Don
15. Port
16. Queen-River
17. South of Eastern
18. Colgate
19. Leslie-Eastern
20. Main-Gerrard
Lawrence
W.R. Allen Road
Bathurst
Avenue Road
Yonge
Mt Pleasant
Bayview
Eglinton
St Clair
Dufferin
City Limit
Davenport
Dundas
CPR
Jane
Keele
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Danforth
CNR
Gerrard
Kingston Rd
Bloor
Spadina
Kingsway
Grenadier Pond
Parkside
College
Dundas
University
Jarvis
Parliament
Queen
Front
F.G. Gardiner Expwy
Lake Shore Blvd
Toronto Bay

7.4.1
SUMMARY

Few changes are proposed to the current industrial policies contained in Section 4 of the existing Official Plan. These policies seek to protect industrial land for industry through a combination of exclusive industrial zoning and economic development initiatives. Social and economic diversity are among the goals for retaining a viable industrial base in the City. Or putting it in the words of the Task Force: "any person living in Toronto has a right to equal access to secure, quality employment which maximizes their skills and abilities and provides an income sufficient to live in Toronto."

Manufacturing in the City, however, has had a troubled past. Between 1950 and 1971, the City lost, at minimum, an estimated one-half of its total manufacturing employment. More recently, the loss of thousands of manufacturing jobs from major plant closures at Inglis, Massey-Ferguson and others has created the impression for some people that industry in the City is in its final death throes. But nothing can be further from the truth.

During the 1980s, overall industrial employment actually remained stable for the first time since the 1940s. This overall stability is due to the continued resilience of the fashion industry and sustained growth in the non-manufacturing industrial sectors such as data processing, media and publishing, all of which benefit from a City location. And the future for industry in the City looks even more promising. In *Cityplan '91 Background Report Number 22: The Future of City Industry Study*, undertaken for the Planning and Development Department by Hemson Consulting Limited, a 20-year demand was projected for between eight and 10 million square feet of industrial space. This estimate is based on an employment forecast of approximately 16,000 new industrial employees over and above current industrial employment levels.

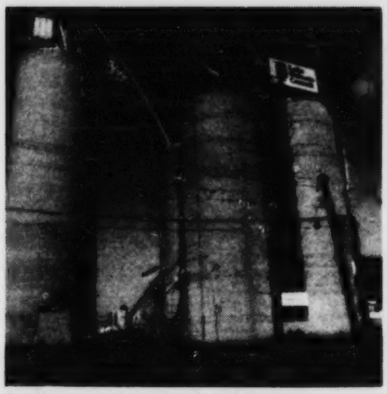
After considerable study, we have concluded that the industrial policies and goals are as relevant today as they were when they were initially proposed in 1974 and later codified in the policies of the Central Industrial District in 1978. There is a need, however, to strengthen and fine-tune the industrial policies so that existing industries can continue to flourish and a sufficient quantity of industrially designated land is maintained in order to accommodate future demand for industrial space in the City.

The proposals to amend Section 4 (Industry) of the current Official Plan include:

- a new introduction to Section 4 which recognizes the need for direct City involvement in identifying and promoting industrial sectors that derive social and economic benefits from a City location;

- fine-tuning the recently approved policy which permits the redesignation of industrial lands for other uses only through a Part II study of the entire industrial area in which the lands are situated by adding that such study must consider the effects of any proposed redesignation on:

i) the environment;
ii) employment (especially manufacturing employment); and
iii) any surrounding industrial lands that would not be redesignated.



The Plan calls for a halt to the patchwork redesignation of industrial lands.

- revising the existing policy which allows 25 percent of the total permitted floor area of an industrial building to be used for commercial purposes by adding a requirement that the commercial floor space cannot be located in a free-standing (or separate) commercial building but must be integrated within the industrial building; and

- reducing existing maximum industrial densities from seven times the area of the lot to three times the area of the lot for almost all of the industrially-zoned land outside of the King-Spadina and King-Parliament industrial areas.

A number of other actions are also recommended regarding Community Improvement Plans, height limits and the continued need to formulate economic development strategies.

Map 7.2 depicts the major industrial districts and areas in the City of Toronto that are subject to the industrial policies of the Official Plan. Together, these areas comprise over 1 020 hectares, (2,500 acres) of land with approximately 47,000 industrial employees. The viability of continuing to use of some of these lands for industry has been questioned and, consequently, a number of industrial areas are currently under Part II study including the Central West and South West, West Massey, Niagara, Fleet Street/Strachan, East Bayfront, West Don and Main-Gerrard areas.

The redesignation of any industrial lands for residential purposes could only be considered if a substantial affordable housing component is included as set out in Chapter 7.2. All redesignations will be subject to local planning criteria as well as the environmental policies outlined in Chapter 4, particularly those pertaining to soil contamination, testing and remediation.

In total, the Part II Studies referred to above involve over 300 acres of industrial land, which, in addition to Ataratiri, are being considered for non-industrial purposes, primarily housing. We are proposing that all other industrially-designated lands be considered stable and viable for continued industrial use.

7.4.2
BACKGROUND

The City's existing policies for industry were incorporated as Section 4 of the Official Plan in 1978 when the Central Industrial District policies were adopted. Three new exclusive industrial land use designations and two mixed-use designations were added. The "Area of Industry" designation of the 1969 Official Plan was retained with the understanding that as Part II studies identified viable industrial districts, this designation would be replaced by one or more of the new categories. The five land use designations can be broadly defined as follows:

- Restricted Industrial Areas contain a limited range of industrial uses which are environ-mentally-compatible with adjacent residential or commercial uses.

- General Industrial Areas contain a wide range of industrial uses except those which may have a detrimental environmental impact on other industrial uses.

- Heavy Industrial Areas contain a full range of industrial uses and are not located near residential or commercial areas.

- Mixed Industrial-Residential Areas contain a mix of residential uses, community services and facilities, street-related retail and service uses, and those industrial uses which are environmentally-compatible with adjacent and neighbouring uses.

- General Use Areas contain a mix of commercial, institutional and industrial uses, which are environmentally compatible with adjacent and neighbouring uses. Residential uses are only permitted as a result of a Part II planning study.

Essentially, in each of the three exclusive industrial designations, various types of industrial firms would be permitted on the basis of their different environmental impacts on adjacent uses and areas. Differences between the two mixed-use designations are self explanatory.

The purpose of these designations was to encourage industrial activities to be consolidated into areas deemed viable for continued industrial use. Such consolidation reduces potential conflicts between different neighbouring land uses (particularly industrial and residential uses) and helps to ensure that areas reserved for industrial activity would continue to be attractive to existing and new industries.

In 1989, City Planning staff undertook a general study of the effectiveness and continued relevance of the existing industrial policies. The results of that evaluation are contained in *Cityplan '91 Background Report No. 2: Industrial Land Use Policy in Toronto.* The report concluded that "generally the City of Toronto's industrial policies have been remarkably effective in achieving their goals". In the three decades prior to the introduction of the industrial policy, the City lost at minimum one-half of its total industrial employment. This has not been the norm during the 1980s. Total industrial employment has remained relatively stable and industrial employment in the City currently comprises one-fifth of the City's total employment and one-quarter of Metropolitan Toronto's industrial employment.

Certain industrial sectors have been particularly successful in the 1980s. The non-manufacturing industrial sector, consisting primarily of media, data processing and publishing firms, has recorded the most significant employment increases. Other success stories include the fashion, photo and graphics industries. It is the proliferation of these activities which primarily accounts for the demand for City of Toronto industrial space, particularly space close to the downtown. Hence, during the 1980s, the vacancy rate for industrial buildings had never risen above 5.1 percent. This same demand for non-manufacturing industrial space also accounts for the recent construction of new multi-storey industrial buildings in areas such as King-Spadina.

The manufacturing sector has not fared as well as the non-manufacturing sector. If recent plant closure announcements by such companies as Molson's, Inglis, Maple Leaf Mills and Stelco are factored in, approximately 10,000 manufacturing jobs have been lost since 1983. While the rate of loss of manufacturing employment has declined compared to the previous three decades and the general trend toward diminished manufacturing employment and more service sector employment is characteristic of similar trends at the national, provincial and regional levels, the continued loss of manufacturing jobs must still be viewed with concern and we must make every effort to prevent further job losses.

Based on these conclusions, the 1989 report went on to recommend that a consultant be hired to forecast future demand for industrial space in the City and its relationship to the supply of industrial land. It also recommended the following Official Plan Policy which was subsequently adopted by City Council on December 14, 1989:

"Council will not redesignate land so as to permit any non-industrial use in areas designated in Part I or Part II of this Plan as Area of Industry, Restricted Industrial Area, General Industrial Area or Heavy Industrial Area without first having considered a study of the area undertaken for the purposes of recommending policies for adoption in Part II of this Plan. Council will not effect such redesignation except by adoption of policies as may appear appropriate in light of the study, in Part II of this Plan."

Despite an erosion of the traditional manufacturing base in the City, industrial employment levels remained stable in the '80s, thanks largely to growth in sectors such as publishing and film/video production.

7.4.2.1
Conclusions of the Study on the Future of City Industry

The *Future of City Industry Study* was undertaken for the Planning and Development Department by Hemson Consulting Limited. The terms of reference of the study were to examine the future of industrial employment to the year 2011 in relation to demand for space and its supply, under two hypothetical supply scenarios:

Scenario A
All land currently designated for industrial purposes would continue to be so designated.

Scenario B
Certain vacant and/or underutilized industrial land, and lands occupied by industries that have announced recent plant closures (except land in the Port, Stockyards, Niagara-Parkdale, South of Eastern, King-Spadina, King-Parliament, and Perth-Sterling areas) would be released for non-industrial uses, primarily housing.

The study's objective was to gain a better understanding of the relationship between demand and supply of industrial land and floor space. The major conclusions of the Hemson study were:

i) The City of Toronto's industrial base within the Industrial Areas is unique and made up of three basic groups of industry:

- Traditional Manufacturing Firms are generally large sized firms employing a total of 17,400 people. They are located in the City for historic reasons and inertia helps keep them here. They are all incompatible with residential uses.

- City Oriented Firms are smaller and employ 17,200 people. These firms tend to occupy multistory space and are strongly linked to other firms in their sector. The fashion and film industries are the two most dominant sectors in this group.

- Industries Serving The Service Sectors are very small and employ 12,300 people. They are highly cyclical and are dependent on the general health of the economy. They range in type from office supply firms to auto body shops.

ii) The future employment outlook is optimistic: an ample industrial land supply is currently available.

- The employment forecasts produce demand for 16,400 new industrial employees to the period 2011. This translates to between 8-10 million square feet of space. Currently, the average industrial employee occupies about 500 square feet of space in the City.

Historically-sensitive renovations and new buildings are breathing new life into King Spadina's higher density industrial district.

- A conservative review of potential development sites in industrial areas, exclusive of the Port, yields a potential supply of approximately 17 million square feet.

- Supply and demand cannot be simply compared. While there is more than sufficient supply to meet the expected demand for industrial space, a well-functioning marketplace for industrial land requires excess supply to assure a full range of choices in terms of preferable areas and buildings for industrial activities.

iii) Redesignation of industrially-designated lands for housing has serious potential implications:

- Redesignation for housing will have the largest impact on the City's manufacturing sector. The greatest conflict between land uses arises when manufacturing activities are located close to areas of housing. Commonly, residents in the area, whether they were there first or not, complain of the nearby manufacturing premises and mobilize to have these industrial activities limited or eliminated. As a result, redesignating industrial lands to residential uses can seriously threaten the continued existence of any manufacturing activities remaining in the area. Unlike City oriented industry, and industries serving the service sector, redesignation of land occupied by manufacturers will almost certainly result in either the closure of that plant or its relocation outside of the City. There is very little likelihood that manufacturers will simply relocate elsewhere in the City, or choose, in the long run, to co-exist beside housing.

- Redesignation for housing can influence the general outlook for future industrial employment. Any redesignation of industrial lands for housing will reduce choices for industry in the future. The fewer the choices, the more likely it is that it will not be possible to meet the needs of a particular firm, possibly resulting in its moving totally or partially out of the City, in the case of existing industries, or deterring new industries from seeking a City location.

- Patchwork redesignation has the most serious impact on industry and should not be allowed. Specific areas should be selected for redesignation and other areas should be clearly identified as areas which would continue in industrial use for the next 20 years. The perception of what the City intends to do could have a powerful impact on private sector decisions regarding the development of industrial land. If the City were to proceed with the patchwork redesignation of industrial lands, this could give the appearance of indifference towards an overall industrial strategy, and would undoubtedly send the wrong signal to the marketplace.

In selecting areas for redesignation, the consultants recommend two key criteria which should be considered:

- the direct and indirect impacts of redesignation on the number and types of industrial firms and employees in the affected area must be evaluated; and

- the continued viability of any surrounding or nearby industrial area that is not proposed to be redesignated must be ensured.

7.4.2.2
Industrial Areas Currently Under Study

One result of Council's adoption of the Official Plan Amendment which stops site specific redesignation of industrial land has been to initiate the following Part II studies:

i) Bloor-Junction Area Land Use Policy Review
The Proposals Report for the Bloor-Junction Area (Central-West and South-West) Land Use Policy Review was adopted by City Council at its meeting held on February 19 and 20, 1990. The report recommended some initial strategies to manage the transformation of the Restricted Industrial Areas with the objective of increasing the industrial and residential potential of these properties.

The Final Report, which has recently been released, recommends retaining the industrial designation on lands in the area, with the exception of industrial properties fronting on Bloor Street West and Dundas Street West. After extensive review, it has been concluded that the majority of the Bloor-Junction area continues to function as a viable industrial district and should be treated as such in terms of land use policies.

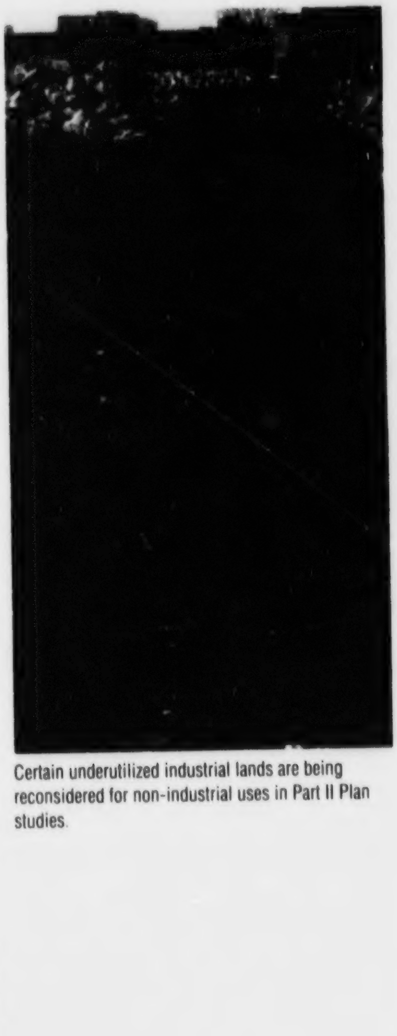
ii) Liberty and Queen/Dufferin Study Area
The initial Principles Report for the Liberty and Queen/Dufferin Study Area (West Massey and Niagara-Parkdale) was adopted by City Council at its meeting on November 2 and 3, 1989. The report recommended that the study area be dealt with in two parts; with a further land use policy review for the lands north of King Street and a strategy for a Community Improvement Plan for the core industrial lands in Niagara-Parkdale located south of King Street.

The further report for the lands north of King Street is near completion and will be forwarded to the Land Use Committee in the near future. As recommended in the initial report, this further report recommends a new roads and block plan, appropriate residential densities and built form, along with parks and open space requirements for a new residential neighbourhood.

iii) Niagara Area Part II Official Plan Review
The Part II Plan for the Niagara Area has been completed and will be forwarded to the Land Use Committee in the near future. The report concludes that the policies in the Niagara neighbourhood, on the whole, have been effective, but that changes to certain areas are required to help maintain the mix of industrial and residential uses. The most significant change is to propose a Mixed Industrial-Residential area designation for approximately 13 acres of industrial land south of Wellington Street that is currently designated as a Restricted Industrial Area.

iv) Planning Study for the Areas Generally Bounded by Strachan Avenue, Canadian National Rail Corridor, Bathurst Street and Lakeshore Boulevard. A terms of reference for a comprehensive study of the above lands was adopted by City Council at its meeting held on March 19 and 20, 1990. Also these lands are being studied as part of the Royal Commission on the Future of the Toronto Waterfront's initiative on the larger "Garrison Common" area.

A major portion of this study area is the Fleet Street industrial pocket which includes Molson's, the Canadian Building Materials (CBM) batching plant, and Loblaws warehouses (approximately 44 acres). All of these uses will soon cease their operations and local landowners have engaged consultants to pursue the redesignation and rede-


Certain underutilized industrial lands are being reconsidered for non-industrial uses in Part II Plan studies.

velopment of these lands for a mixture of industrial, commercial and residential purposes.

A Proposals Report for this area is expected during 1991. While it is premature to define a clear land use direction for these lands at this time, it is clear that redesignation of some lands from industrial purposes to non-industrial purposes is appropriate.

v) East Bayfront Study Area
Terms of reference for a Part II Planning Study for the East Bayfront and a portion of the Central Bayfront, east of Yonge Street, were adopted by City Council at its meeting held on September 10 and 11, 1990. The report set the framework for a phased Part II planning study which will include a Principles Report, Proposals Report and Final Report.

The Royal Commission on the Future of the Toronto Waterfront is currently undertaking Phase II of a comprehensive environmental audit of the East Bayfront and the Port Industrial District. It is expected that a full report on the results of the audit will be available in 1991. The results will be very useful in the development of an appropriate land use strategy for lands within the East Bayfront area; particularly the pursuit of an open space system south of Queen's Quay. The planning principles to guide this area study are more fully discussed in Chapter 9.3.

vi) Planning Study in the East of Main Area
A preliminary planning study of land use issues in the East of Main Area was approved by City Council on October 22 and 23, 1990. The key question in this area is whether GO Transit will be permitted to proceed with their plans for a maintenance and storage facility. This in turn largely depends on an upcoming full environmental assessment of GO's proposal. Current land use policies allow residential development throughout the East of Main area under certain conditions.

vii) West Don
The 80 -acre West Don industrial area has already been proposed as a major mixed-use neighbourhood called Ataratiri.

The proposed Cityplan '91 industrial policies and their relationship to industrial areas in the City are based on considerable City-wide and local study. Generally, industry in the City is much healthier than is commonly perceived and growth potential does exist. Nevertheless, there are surplus industrial lands in the City that could be released for other purposes, especially housing. These lands have been identified and their redesignation will be subject to a review of locally-defined conditions. In total, about 300 acres of industrial land might be converted to other uses through these Part II planning studies.

The changes discussed in the following section are intended to strengthen and consolidate the City's existing Official Plan industrial policies.

7.4.3
DIRECTIONS

7.4.3.1
Recognizing the Importance of Sector-Based Industrial Development

Recommended Official Plan Policy

Sections 4.1 and 4.2 of the existing Official Plan will be replaced with the following:

252 In order to support the City's function as a producer of **industrial** goods and services, maintain economic and social diversity within the City, and retain and enhance **industrial** employment opportunities within the City, it is the policy of Council to:

i) encourage the retention and renewal of industry in the City's **industrial** areas;

ii) enact amendments to the Zoning By-law in order to reserve appropriate areas of the City for primarily **industrial** uses;

iii) seek to ensure that sufficient land is available in the City to accommodate existing, new and relocating **industrial** firms, whose operations are suited to a City location; and

iv) undertake **industrial** development initiatives aimed at making available a supply of **industrial** space adequate to provide an appropriate range of opportunities for emerging **industrial** companies and firms in new **industrial** sectors to locate in the City's **industrial** areas.

253 In identifying viable **industrial** sectors which are suited to a City location, Council shall have regard for, among other matters, the following:

i) the existing locations and concentrations of sectors of **industrial** activities;

ii) the appropriateness of the stock of urban **industrial** buildings for these sectors;

iii) the linkages of **industrial** sectors to the overall pattern of City economic activity; and

iv) any special characteristics of the **industrial** sectors which could provide a basis for comprehensive zoning changes designed to encourage their location within the City's **industrial** areas.

Explanation

When the Industrial Policies were first proposed in 1976, the focus was the Central Industrial District, and the cornerstone of the policies was a restrictive, "exclusive industrial", land use strategy. The goals, as stated, were to:

i) support the City's role as producer of industrial goods and services;

ii) maintain a diversified economic base and social structure; and

iii) retain and enhance industrial employment opportunities within the City.

At that time, the Central Industrial District was delineated on Map 1B of the existing Official Plan in relative detail, while two designations left over from the 1969 Plan, "Areas of Industry" and "Areas of Permissible Industrial Use", applied to other industrial lands throughout the City, and were shown on Map 1 and Map 3, respectively.

The process of identifying viable industrial areas proceeded generally through Part II planning studies, which replaced the old 1969 Official Plan designations, where appropriate, with new industrial designations. Completing the Part II planning process in the industrial districts was the major thrust in the years following the adoption of the policies for the Central Industrial District, and the Part II Plan became the principle mechanism for implementing the policies.

This work was successfully completed in subsequent years, and in the process, both the industrial policies and the City's direct involvement in promoting and nurturing specific industrial sectors became firmly established. Our role in the film and fashion industries is particularly notable.

Also, during this time, the City saw growth in firms in the non-manufacturing sectors and a continued decline in traditional manufacturing establishments. Specifically, a number of large sites with aging plants have closed as traditional industries adjusted to the realities of the world economy and the growth and change in the City's economy. A modest contraction of the City's industrial land base has occurred in direct response to these changing realities. Specifically, as noted above, several industrial areas are currently under review and changes in land use are likely to result. These include: Ataratiri, the Niagara Area, West Massey, Bathurst Strachan and the East Bayfront.

Previously, other industrially designated areas were reviewed and it was concluded that their industrial role continued to be vital and, hence, the industrial policies for these areas were confirmed. These industrial areas include: King Spadina, King Parliament and the Port Industrial Area.

The reviews were undertaken with particular attention to the specific industrial sectors which are likely to do well in a City location and which have linkages to other sectors vital to the City's economic base. The role of the Planning and Development Department's Economic Development Division in identifying the sectors and describing their interdependence has been integral in this process.

As the City's industrial policy has evolved, it is clear that its fundamental thrust must be maintained. Specifically, a restrictive zoning strategy must continue to be implemented in order to secure an adequate land base, protected from potential land uses such as office and residential which can generally afford to pay a higher price for land and which may create local land use conflicts to the detriment of the remaining industry.

An important new component has been added to the City's industrial strategy in recent years resulting from the clear need for direct City involvement in identifying and promoting specific industrial sectors which can be successful in the City of Toronto. The ongoing exercise of identifying potentially successful sectors, their linkages to the urban economy, specialized districts to promote their location, and comprehensive zoning permission which will promote the identified sectors is critical to the success of the City's industrial policy. In the words of the Metropolitan Toronto Board of Trade in their submission to the *Cityplan '91 Report No. 3: Compendium of Views*, this policy approach must recognize that "many of the industries of today will not be the industries of tomorrow." The importance of this aspect of the City's industrial policies needs to be recognized in the manner suggested by the proposed Official Plan statement above.

7.4.3.2
Discouraging Loss of City Industry

Recommended Official Plan Policy

The existing Official Plan policy respecting the redesignation of **industrial** lands through Part II study (approved December 14, 1989) should be changed to read as follows:

254 Council will not consider redesignation of **industrial** land so as to permit any non-**industrial** use in areas designated in Part I or Part II of this Plan as **Area of Industry**, **Restricted Industrial Area**, **General Industrial Area**, or **Heavy Industrial Area** without first having considered a study of the area undertaken for the purposes of recommending policies for adoption in Part II of this Plan. Council will not effect such redesignation except by adoption of policies as may appear appropriate in light of the study, in Part II of this Plan. Amongst other things, such study shall have regard for:

i) the number and types of **industrial** firms and employees in the areas that would be adversely affected;

ii) the impact on any surrounding **industrial** lands that would not be redesignated; and

iii) the environmental condition of the lands and the need for soil decommissioning.

Explanation

On December 14, 1989, City Council passed an Official Plan policy which requires that a Part II Plan be undertaken in order to change the Official Plan and zoning in industrial areas. The intent of the policy is to prevent site-by-site erosion of the City's industrial land which, if carried to a speculative extreme, would undermine the industrial land market in the City. The above Official Plan policy leaves the wording of the original policy primarily intact but adds that the required Part II study must, at minimum, consider the effects of such redesignation on industrial employment and any industrial lands in the study area that would not be redesignated. The *Future of City Industry Study* provides the justification for these additional requirements. In addition, the environmental condition of the lands and the need for soil decommissioning must obviously be considered during the Part II study.

7.4.3.3
The Twenty-five Percent Commercial Permission

Recommended Official Plan Policy

Section 4.32 of the existing Official Plan should be replaced with the following:

255 Notwithstanding any other provision of this Plan, except for those policies respecting office and transportation, in order to facilitate the construction of new **industrial** buildings, and to encourage the improvement of **industrial** buildings for **industrial** purposes, Council may, on application, therefore, by the **owner** of a **lot** in a **Restricted Industrial Area** or **General Industrial Area** in the **Central Industrial District,** pass by-laws to permit **commercial** uses located within or in addition to an otherwise **industrial** building, provided that:

i) the **commercial density** of such uses does not exceed 25 percent of the total **gross floor area** of the building;

ii) where any such building is in existence on September 25, 1978, Council is satisfied that substantial improvements affecting the useability of the **industrial** space or operation, including improvements to physical plant and/or space requirements, such as, but not limited to, the installation of fire doors, elevators, wiring systems, plumbing systems, or loading areas, will or have been undertaken and that these form the primary purposes for the enactment of any such by-law; and

iii) the floor area used for **commercial** purposes is located within an otherwise **industrial** building and is not located in a free-standing, above grade **commercial** building.

Explanation

The Central Industrial District designation was introduced in 1978 for the following industrial areas: Massey, Niagara-Parkdale, Niagara, King-Spadina, King-Parliament, West Don and South of Eastern. The intention of the policy was to encourage the retention and renewal of these industrial areas, primarily by providing a "use" incentive which allowed 25 percent of existing and/or new industrial buildings to be used for commercial office purposes, through a rezoning.

In some instances, such as the Massey Ferguson Part II, the 25 percent commercial floor space was permitted to be pooled to create separate free-standing commercial and industrial buildings. This was not the intent of the original policy. In addition, interpreting the 25 percent commercial permission policy in this way raises issues of adequately securing the construction of the industrial building if the commercial building is built first. More importantly, the presence of a free-standing commercial office building in an industrial area may change the character of that area, and consequently peoples' expectations of the area.

The proposed amendment to the Part I policy clarifies its original intent by explicitly prohibiting the use of the permitted commercial floor area in a free-standing commercial building.

7.4.3.4
Reducing Maximum Industrial Densities

Recommended Official Plan Policies

Sections 4.16, 4.18, 4.20, 4.22 and 4.30 of the existing Official Plan should be replaced with the following:

256 In **Areas of Industry**, Council, subject to Section 4.13, may pass by-laws to permit **industrial** buildings or uses which are generally compatible in terms of environmental impact with a wide range of **industrial** uses, provided that the **gross floor area** of such buildings or uses does not exceed 3.0 times the area of the **lot.**

257 In **Restricted Industrial Areas**, Council, subject to Section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses which have a minimal environmental impact on neighbouring buildings or uses, provided that the **gross floor area** of such **industrial** buildings or uses does not exceed 3.0 times the area of the **lot**; and/or

ii) **commercial** and /or **institutional** buildings or uses incidental to **industrial** uses or areas.

Notwithstanding the above section, the **Restricted Industrial Area** density provisions of the Massey-Ferguson Part II, the King-Spadina Part II, the King-Parliament Part II, and the South Riverdale Part II continue to apply.

258 In **General Industrial Areas**, Council, subject to Section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses, provided that the **gross floor area** of such buildings or uses does not exceed 3.0 times the area of the **lot**; and/or

ii) **commercial** and/or **institutional** buildings or uses incidental to **industrial** uses or areas.

Notwithstanding the above section, the **General Industrial Area** density provisions of the King-Spadina Part II Plan continue to apply.

259 In **Heavy Industrial Areas**, Council, subject to Section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses having a **gross floor area** of up to 3.0 times the area of the **lot**, provided that Council is satisfied that the passing of such by-laws will not prejudice the objective set out in Section 4.21 of the existing Plan; and/or

260 Except as otherwise determined through Part II of this Plan, in **General Use Areas**, Council, subject to section 4.13, may pass by-laws to permit:

i) **industrial** buildings or uses which are environmentally-compatible with adjacent and neighbouring uses, provided that the total **gross floor area** of such **industrial** buildings or uses does not exceed 3.0 times the area of the **lot**; and/or

ii) buildings containing a mix of **industrial**, **commercial** or **institutional** uses, having a total **gross floor area** up to 3.0 times the area of the **lot**.

Explanation

The maximum industrial density of seven times the area of the lot allowed in most industrial areas throughout the City bears little relationship to existing built densities, the scale and density of new industrial buildings that are likely to be built, or the densities of neighbouring non-industrial areas.

In most industrial areas the mean density of existing industrial buildings is about one times the area of the lot. The vast majority of industrial buildings are under two times coverage and examples of purely industrial buildings that exceed three times the lot area are very few.

There are no examples of new industrial buildings outside of King-Spadina or King-Parliament that are anywhere near seven times coverage. In fact, the few that have been built average about one times coverage. In their *Future of City Industry Study*, Hemson observed that the economics of new industrial buildings was such that, outside of those areas near the Core, new industrial buildings were not likely to exceed three times coverage, and were more likely to be built at about one times coverage.

Most industrial areas are adjacent either to low density residential neighbourhoods with maximum permitted densities of one times the area of the lot, or to low density mixed commercial-residential strips, with maximum permitted densities ranging from two to three times coverage. The dramatic differences in scale between buildings in these areas and the permitted densities in neighbouring industrial areas does not appear to be justified on economic grounds, and is certainly not justified on the grounds of urban design.

In light of the above, a revised maximum industrial density of three times the lot area is proposed for most industrial areas in the City. The existing Part II Plans for industrial areas that currently allow densities in excess of three times maximum will need to be amended in order to enact this new density maximum. This maximum is not proposed to apply to the King-Spadina or King-Parliament Industrial Areas and certain other industrial areas where industrial buildings are built or approved at substantially higher densities. Zoning By-law amendments will also be required for industrial lands not covered by Part II Plans with permitted densities greater than three times coverage.

7.4.4
OTHER ACTIONS

- Economic development programs by the City and/or Toronto Economic Development Corporation should be intensified.

- Community Improvement Plans under Section 28 of the Planning Act should be prepared for industrial areas most in need.

- Height limits should be reviewed in all the industrial areas in the City. In the meantime, and unless such further study determines otherwise, height limits should be established in the following areas:

a) a height limit of 17.5 metres should be established for all industrial lands currently without height limits which will be affected by the proposed Part I amendment limiting maximum industrial densities to three times the lot area; and

b) a height limit of 37.5 metres should be established for any industrial lands currently without height limits where permitted maximum densities will exceed three times the lot area.

The above list of actions represent policy positions which we feel Council should adopt in support of the Official Plan statements recommended above.

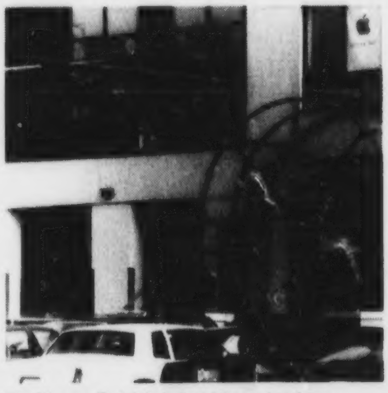
Land use policy is the first step toward an effective industrial policy. However, a follow-up economic development strategy is equally important. It is imperative that the City continue with such successful initiatives as the Film Liaison Office, the Fashion Industry Liaison Committee, the Toronto Centre for the Promotion of Small Business, the Small Business Self-Help Centre and the City's support for the Festival of Festivals and the Festival of Canadian Fashion. New initiatives for these and other sectors are also required. For example, as described in the *Future of City Industry Study*, the supply of large older industrial buildings in the City which can be renovated for newer studio space is dwindling. At the same time, the economics of new industrial development are such that current rent levels must rise to make new development feasible. The City, in combination with the Toronto Economic Development Corporation, will need to lead the way to develop innovative approaches to maintain attractive industrial rents in the City and to keep the City a viable location for newly established small firms.

The Niagara-Parkdale industrial area has recently been designated as a Community Improvement Area under Section 28 of the Planning Act. Under a Community Improvement Plan, approved by the Minister of Municipal Affairs, the City may acquire land, make grants or loans to property owners for the improvement of buildings or lands, sell or lease buildings and lands, and construct and repair buildings. Community Improvement Plans may represent the best mechanism for the regeneration of older industrial areas.

It is well-recognized in the residential and commercial areas of the City that the relationship between height and density is critically important to sound urban design. In addition to better urban design, the appropriate pairing of height and density will result in more predictable building forms, more desirable building to street relationships, and a more comfortable public realm. These objectives are no less important in our industrial districts than they are in other parts of the City. Yet, many industrially designated lands currently have no height limits at all. When unrestricted height is combined with maximum permitted densities that allow for the potential of up to seven times coverage, the resulting built form, to the extent it can be predicted at all, is very likely to be out of scale with surrounding buildings.

Where height limits do exist in the industrial areas, these were instituted at a time before an adequate understanding of the relationship between height and density had evolved, especially with respect to the impact of these factors on maintaining comfortable scale and micro climatic conditions at the pedestrian level. A general review of height limits in the industrial areas is, therefore, called for and should be undertaken as soon as possible. However, while a detailed, area-by-area review that can take into account local considerations and variations is urgently needed, height limits in keeping with the urban design principles of this report are also recommended for those industrial areas where

The City has cooperated with workers and manufactuers to strengthen the fashion industry as part of our civic Economic Development Strategy.



The Niagara-Parkdale industrial area has been designated as a Community Improvement Area to help continue the regeneration of this older industrial district.

no height limits currently exist. Given the urban design principles discussed in Chapter 5.2, it would be inappropriate to postpone the implementation of height restrictions in these areas. These proposed height limits, of 17.5 metres for industrial lands designated at three times coverage and 37.5 metres for industrial lands designated for up to seven times coverage, are consistent with the permitted densities and would allow for buildings that are appropriate to their context. They should remain in place until such time as more detailed study suggests that they need to be revised.

7.4.5
OVERVIEW

Contrary to popular belief, overall industry in the City is alive and well and its continued success will depend on the City's firm commitment to a consistent industrial land use policy combined with a sector-based economic development strategy.

The terms "commitment" and "consistent" have not been chosen lightly. As noted in the *Future of City Industry Study*, "the perception of what the City intends to do will have an overriding impact on action taken by the parties in the private marketplace involved in developing industrial land". Thus, a negative City attitude towards industry becomes a self-fulfilling prophesy as, conversely, does a positive attitude. It is clear where Cityplan '91 stands.

7.5
RETAIL ACTIVITY

> "Toronto is Yorkville and Kensington, and Chinatown and Queen Street, with all their tongues and cultures and beliefs."
>
> **Celebrate Our City**
> **Toronto: 150th Anniversary**

People love to shop, and Toronto does its best to accommodate them. Fifteen thousand stores and restaurants offer a rich assortment of merchandise, services and retail settings that cater to every taste and pocketbook. Exclusive Yorkville, eclectic Queen Street, the old-world Kensington Market and that epitome of shopping malls, the Eaton Centre, all vie for the shopper's dollar.

The City recognizes the importance of its retail sector. Retailing is a significant economic activity and source of jobs in the City. It provides an important service to our residents. Maintaining a wide variety of shopping districts helps to enhance our quality of life.

Toronto is one of the few major North American centres where traditional retail strips continue to flourish. Important threads in the fabric of the City, the strips are the "main streets" of its neighbourhoods and the animators of its sidewalks.

Policies to support and strengthen Toronto's retail sector and its retail strips are the subject of this discussion.

7.5.1
SUMMARY

The policy directions set out in the following pages amend the sections of the existing Official Plan that deal with retail policies in the Central Core and general commercial policies. Sections 1A.14, 1A.16, 3.1, and 10.41 of the existing Plan are amended, Section 1A.15 is deleted, and two new sections are added.

The policies include:

i) encouraging street-related retail and service uses in appropriate areas of the Central Core;

ii) reducing the density of developments that do not make at least 60 percent of their street frontages available for street-related retail and service uses in the high density districts of the Central Core and appropriate areas of the Railway Lands;

iii) identifying "priority retail streets" in the Central Core as locations where continuous retail activity should be provided; requiring developments to make at least 60 percent of their frontage in "priority retail streets" available for street-related retail and service uses;

iv) strengthening the definition of street-related retail and service uses;

v) taking steps to ensure that the Central Core's local residents and workers have adequate access to shopping facilities appropriate to serve their needs;

vi) encouraging the development of retail facilities appropriate to serve the shopping needs of the local population when planning new residential neighbourhoods or major residential developments;

vii) up-dating the Plan's policy statements for office and institutional development outside of the Central Core;

viii) up-dating and reaffirming the policies supporting retail strips and traditional shopping streets outside of the Central Core;

ix) up-dating the policy permitting community services to locate in commercial districts outside of the Central Core to serve the needs of local residents and workers; and

x) up-dating the general policy encouraging the development of housing in retail strips and main streets.

From Yorkville to Chinatown, Toronto's shopping areas cater to every culture, taste and pocketbook.

7.5.2
BACKGROUND

Toronto's retention of a vibrant retail sector in the inner-City is unusual among major North American metropolitan areas. In total, there are about 3.3 million square metres (about 36.5 million square feet) of retail space in the City – more than one quarter of the stores, service shops and restaurants in operation in the entire Metropolitan Region.

Toronto also is unusual in that the majority of its retail activity still takes place in old-fashioned retail strips. Just as "main street" is the focal point of community life in small towns across Canada, so Toronto's retail strips are the main streets of its neighbourhoods – the place where the community puts on its public face; where its cultural, social, and physical character is reflected; where people do their everyday shopping, have their hair cut, go to the doctor, to the cinema, or out to dinner.

Retail strips line almost one hundred miles of sidewalk along almost all of the City's major arterial roads. They contain about two thirds of the City's retail space, and provide locations for thousands of stores, restaurants, service shops, and other commercial businesses.

The City also has about 85 planned shopping centres and malls. Most are located in the Central Core where they occupy the lower floors of high rise apartment and office towers or hotels. The Eaton Centre is the City's largest and best known shopping centre.

The character of retail activity and the issues associated with it are significantly different inside and outside of the Central Core. Retail policies specific to the Core were last reviewed in 1976. A City-wide retail policy review introduced new Official Plan and Zoning By-law amendments in 1986, and some further work is ongoing. These two streams of activity are briefly summarized below.

7.5.2.1
Central Core Retail Policy Review

The Central Core contains one-third of the City's retail space and is a magnet for tourists, shoppers from throughout the region and downtown workers.

The 1976 Central Area Plan introduced retail policies to address two issues:

- retail activity in new developments was frequently designed to focus on indoor shopping malls, in effect, turning their back on the public sidewalk; and

- the majority of stores catered to specialty and regional markets; local residents and workers complained that their shopping needs were not being adequately served.

The analysis of core area retail activity undertaken for Cityplan '91 evaluated the success of the 1976 Plan in addressing these two issues, and reviewed current retail trends and issues.

Through this analysis, we found that stores, restaurants and service shops in the Central Core occupy about 1.1 million square metres (about 12 million square feet) of floor space – one third of the City's total retail space. More than one half of this space has been constructed in the 15 years since 1976; 10 percent in the last five years.

Up until January 1991, vacancies were rare, and the overall atmosphere was one of vibrancy and prosperity, with every imaginable type of good and service offered for sale in a wide variety of settings. The current recession is hitting the retail sector very hard, and the Central Core has not escaped its effect. However, we anticipate that Central Core retailing will return to relative good health once the rest of the economy recovers.

Toronto's strong and diverse retail core is one of the City's greatest strengths. People love to shop. The Central Core's many excellent shopping districts are one of the main reasons why people from all over southern Ontario visit downtown on a regular basis – why many conventions and tourists choose to come to Toronto – why people like living downtown, and why they want to work there.

Some quotes from the downtown workers who participated in the Cityplan '91 focus group discussions are illustrative ...

"... I just like going over to Queen Street to browse. And people watching ... you see what the people in black are wearing ... It's always interesting."

"... Well, I use my lunch hour to do my errands, so it's handy for me to go to the shoe repair, the dry cleaner. I can get these things done at lunch time."

"I love all the different restaurants. I'm not a meat and potatoes person, so I like to go and try different ethnic restaurants every week. There are so many to choose from. I don't ever go to the same one twice."

The City's Official Plan generally supports the development of more retail space in the Central Core. Retail space is desirable from a planning perspective because stores attract people, and therefore help to generate activity and animate the downtown. Growth in the retail sector does not strain the Central Core's transportation network during peak hours since most retail employees travel to and from work at different times of the day than the majority of office employees. Shoppers, likewise, visit stores during non-peak hours.

The private sector has been eager to build retail space. The Central Core had 32 percent more retail space in 1990 than in 1976. Seventy one percent of the projects under construction or in the development approval process in the Core as of January 1990 included a retail component.

The issues related to the way in which retail space is being provided in the Central Core are essentially the same as those identified in 1976. A disproportionate amount of retail activity continues to be primarily oriented to indoor shopping malls, and frequently turns its back on the public sidewalk. Area residents and employees still complain that the plethora of specialty stores do not always serve their local shopping needs.

7.5.2.2
City-wide Retail Policy Review

The main thrust of the City-wide Official Plan amendments adopted by Council in 1986 was to introduce policies explicitly supporting retail strips "as major elements in Toronto's commercial land use pattern and centres of activity for its residential neighbourhoods". (Section 3.1(f)) Complementary policies elaborated on how Council would support strips:

i) by encouraging new retail developments that are physically and economically compatible with retail strips;

ii) by taking and encouraging a variety of positive measures to improve the attractiveness and convenience of shopping environments along retail strips and to assist their business functions;

iii) by encouraging more housing to be developed along retail strips; and

iv) by improving the appearance of retail strips.

The 1986 Plan amendments also recognized that the City's retail strips are not all equally strong shopping districts. The City has dozens of blocks of commercial frontage where housing predominates, or where the majority of commercial uses are offices, services, workshops, or automotive repair, service or sales activities. Although some stores may be intermingled, these areas are not primarily cohesive shopping districts.

The commercial strips that were active and economically viable shopping districts were to be identified as traditional shopping streets. Priority was to be given to traditional shopping streets when undertaking commercial revitalization activities. Map 7.3 indicates the proposed location of traditional shopping streets.

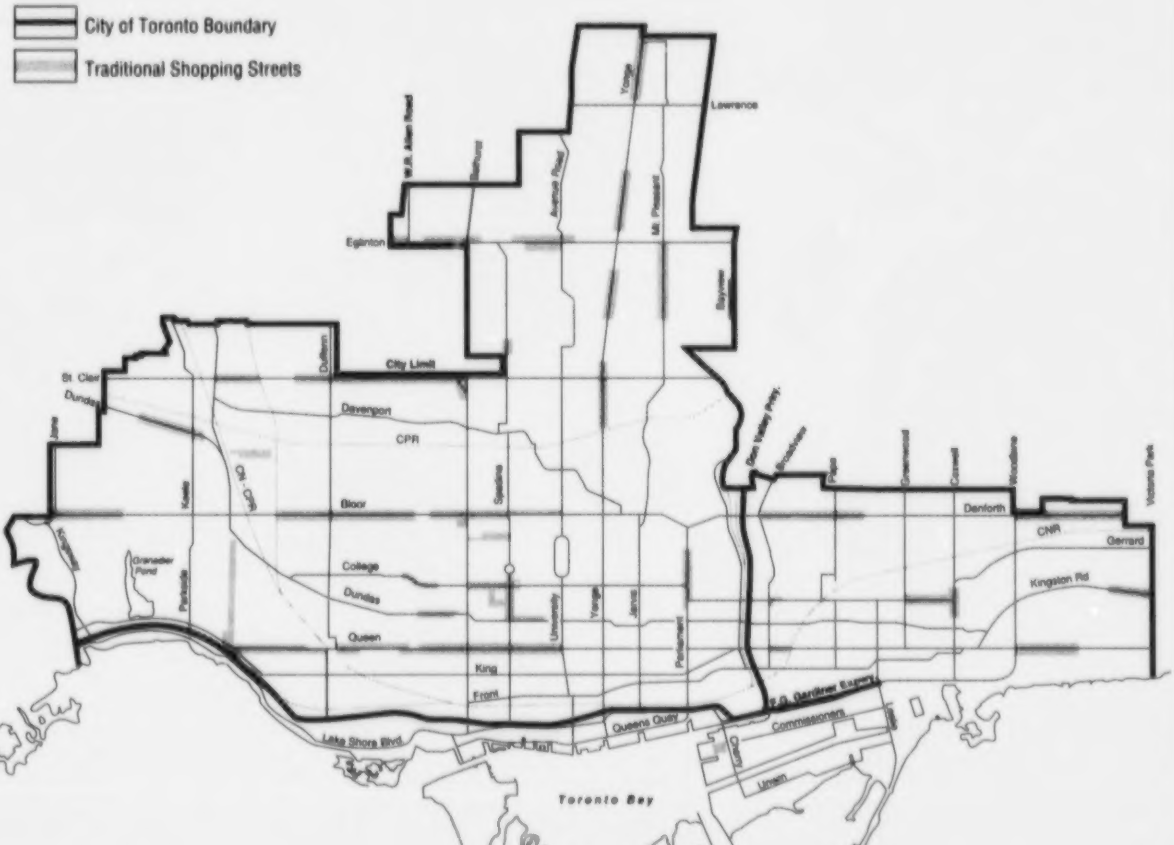
Other significant policy changes in the 1980s:

- substantially modified the concept of Regional Commerce Centres at Yonge and Eglinton and Yonge and St. Clair to reflect the policies developed in Part II of the Plan for these areas;

- introduced more detailed policies for community improvement in commercial areas;

- deleted the District Commerce Centre designation from Map 1 and the text of the Part I Plan (the District Commerce Centre designation dates back to the 1969 Plan and was designed to encourage a great deal of commercial activity, up to five times the area of the lot; it is now clearly inappropriate and outdated); and

Map 7.3
Traditional Shopping Streets


City of Toronto Boundary
Traditional Shopping Streets
Yonge
Lawrence
W.R. Allen Road
Bathurst
Avenue Road
Mt. Pleasant
Eglinton
Bayview
Dufferin
City Limit
St. Clair
Dundas
Davenport
CPR
Jane
Keele
CN - CPR
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Bloor
Spadina
Danforth
CNR
Gerrard
Grenadier Pond
Parkside
College
Dundas
Kingston Rd
University
Yonge
Jarvis
Parliament
Queen
King
Front
F.G. Gardiner Expwy
Queens Quay
Commissioners
Lake Shore Blvd
Cherry
Unwin
Toronto Bay

- introduced the concept of "main streets" as the focus for encouraging the intensification of residential development in retail strips (further explained in Chapter 7.8 of this Report).

The cumulative effect of these various policy initiatives has been to make Section 3 of the Plan very confusing, with some redundant, obsolete, and even contradictory statements.

7.5.3
DIRECTIONS

7.5.3.1
Encourage Street-related Retail Activity in the Central Core

Recommended Official Plan Policy

261 It is Council's policy to encourage **street-related retail and service uses** in appropriate areas of the **Central Core** .

Explanation

This statement reaffirms Section 1A.16 of the existing Plan. Our streets and sidewalks are very important public open spaces, especially in the Central Core where off-street parks and open space are at a premium. Stores and service shops that open onto the sidewalk attract pedestrians, and make the sidewalk and street a more interesting and safer place for passers-by.

Recommended Official Plan Policy

262 It is Council's policy to extend the incentives encouraging developments to include **street-related retail and service uses** in the high density districts of the **Central Core** to appropriate areas within the **Railway Lands**.

Explanation

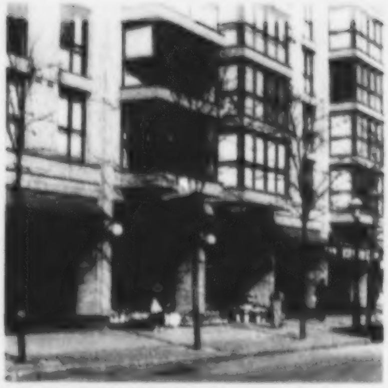
The current Plan reduces the permissible non-residential density for developments in the Financial District and High Density Mixed-Use Areas that use less than 60 percent of their total street frontage for street-related retail and service uses. This policy is set out in Section 3.1(h) of the Plan.

The objective of the policy is to encourage projects in the downtown's high density districts to include stores and service shops that open onto the public sidewalk. It was introduced in the 1976 Plan because many downtown developers previously preferred to build interior shopping malls, and to use their street frontage for majestic lobbies and plazas that highlighted the architecture of their projects, but did little to create an active or attractive pedestrian environment.

The density reduction is calculated on a sliding scale between 0 and 0.3 times the area of the lot. The amount of the reduction depends on the proportion of the frontage that is used for street-related retail and service uses. If 60 percent or more of the frontage is used for retail purposes, the density is not reduced. If no street-related retail and service uses are included, the density reduction is 0.3 times the area of the lot. A development with 20 percent of its frontage meeting the street-

to
Food
Court

This Plan seeks to balance growth in the interior mall system with street-related retail in the Core.



Street-related retail creates interesting attractive sidewalks and provides convenient shopping for building residents in the Central Core.

related retail criteria would lose 0.2 times the area of the lot of permissible commercial density, while one with 50 percent of its frontage in eligible retail uses would lose 0.05 times the area of the lot.

The research leading up to Cityplan '91 evaluated the need to continue applying Section 3.1(h) throughout the entire Financial District and High Density Mixed-Use Areas. In particular, we examined whether the policy might encourage more retail space to be constructed than the market is able to support.

Over the years, a few projects probably have constructed retail space in marginal locations to avoid losing density. As a result, some locations seem to experience a high rate of store turnover.

However, vacant storefronts have not been prevalent anywhere in the Core area. Although this situation may change during the current recession, the downtown's retail market is well-positioned to return to good health when the rest of the economy recovers.

In general, our experience suggests that the main impact of the policy has been to re-configure where retail space is located within developments rather than to increase the amount of retail space constructed. The policy encourages developers to include stores and service shops along the perimeter of their buildings fronting onto the public sidewalk. This is precisely what was intended when the policy was first introduced. We, therefore, feel that it would continue to be appropriate to apply the policy throughout the Financial District and High Density Mixed-Use Areas.

The Railway Lands Part II Plan applied Section 3.1(h) of the existing Plan to all High Density Mixed Commercial-Residential areas except for South Downtown Mixed Commercial-Residential Area A, to all Special Mixed Use Areas, to all General Use Areas, to lots within the Bathurst-Spadina Medium Density Mixed Commercial-Residential Area, and to the Financial District within the Railway Lands. (Section 3.3(b))

In order to clarify Council's policy, we are recommending that Section 3.1(h) of the Part I Plan be amended to incorporate the provisions of the Railway Lands Part II Plan.

Recommended Official Plan Policy

263 It is Council's policy to use its powers of regulation and review to ensure that the development and redevelopment of the "priority retail streets" identified on Map 7.4 maximizes the frontage available for street-related retail and service uses.

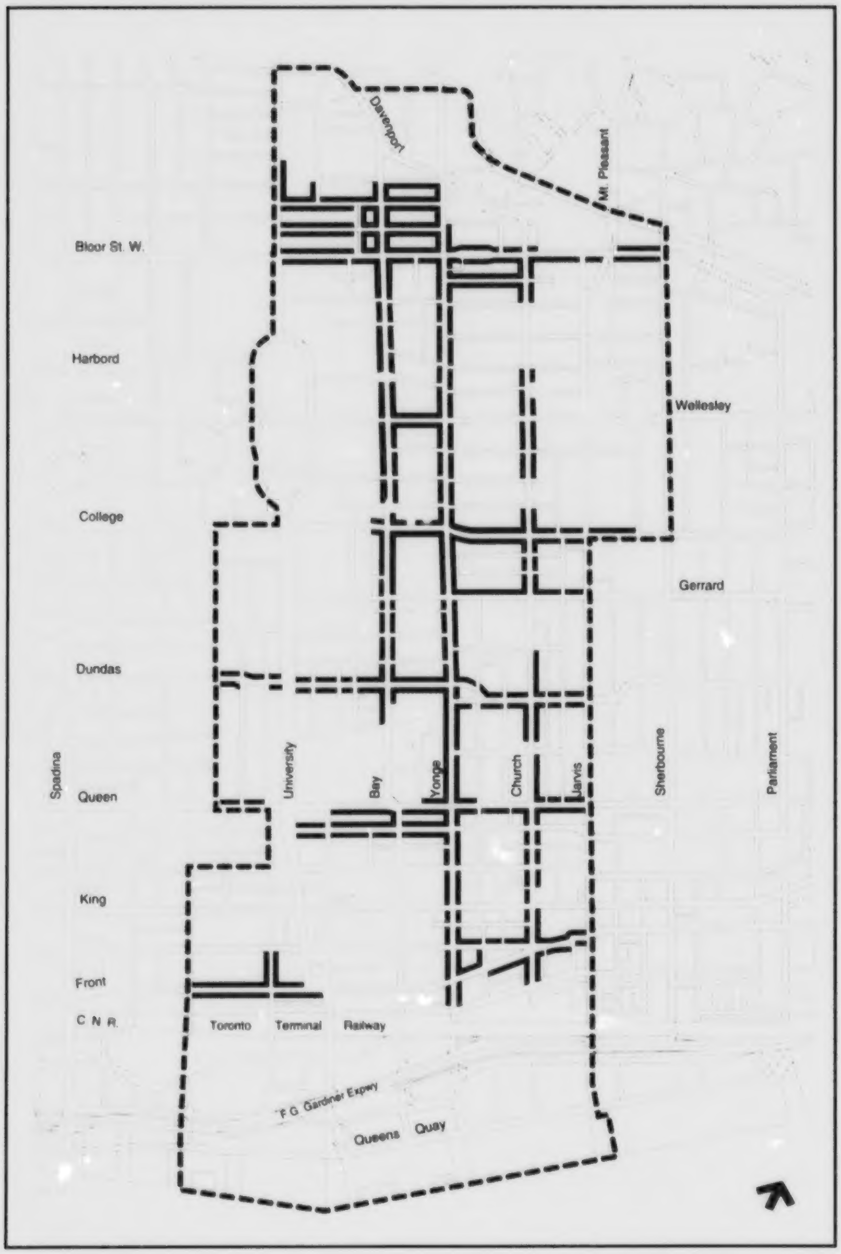
Explanation

The existing Plan encourages street-related retail activity equally on all streets. Large-scale projects with frontages on more than one street may end up with street-related retail and service uses concentrated on any of these streets, or with small clusters of stores distributed around the entire perimeter of the building. As a result, although a large amount of retail space has been constructed in the Central Core since 1976, the potential to animate the streetscape has been diluted by a lack of focus and continuity.

To address this problem, we are proposing that Council identify "priority retail streets" in the Central Core – those streets where continuous retail activity should be provided. Map 7.4 illustrates these proposed areas.

Map 7.4
Priority Retail Streets in the Central Core

- - - Central Core Boundary
▬ Priority Retail Street


Davenport
Mt. Pleasant
Bloor St. W.
Harbord
Wellesley
College
Gerrard
Dundas
Spadina
Queen
University
Bay
Yonge
Church
Jarvis
Sherbourne
Parliament
King
Front
C N R.
Toronto
Terminal
Railway
F.G. Gardiner Expwy
Queens
Quay

The Core's most important retail strips and major pedestrian routes were used as the main criteria in identifying "priority retail streets". We are proposing to apply the designation fairly sparsely to ensure that we do not end up with more "priority retail streets" than can reasonably be expected to sustain continuous retail activity.

We are also proposing to amend the Zoning By-law to require that new developments make at least 60 percent of their frontage in "priority retail streets" available for street-related retail and service uses.

"Priority retail streets" clearly are closely analogous to traditional shopping streets. Our policies would encourage retaining and creating active and economically viable shopping districts in both areas. However, the Zoning By-law requirement that 60 percent of a building's frontage be made available for street-related retail and service uses is not necessary outside of the high-density environment of the Central Core since private developers have been more willing to include these uses on the ground floor. Also, the market for new retail space generally is more limited outside of the Central Core. A retail requirement in the Zoning By-law would run a greater risk of resulting in an oversupply of retail space.

Recommended Official Plan Policies

264 It is Council's policy to amend the definitions of **street-related retail and service uses** in the Official Plan and Zoning By-law as follows:

Official Plan:

The term **street-related retail and service uses** refers to retail and service establishments which have their only public entrances located along the perimeter of a building and which are directly accessible from a public sidewalk, park, or other public facility approved by City Council.

Zoning By-law:

The term **street-related retail and service uses** means one or more of the following uses:

- retail and service shops except for **data processing establishments, industrial computer services**, and **security services**;

- recreation and places of amusement and assembly except for gardens, **golf courses**, landscaped areas, playing fields, play lots, and **public playgrounds**; and

- **community services and facilities**;

provided that:

i) the only public entrance of the establishment is in the exterior wall of the building, and is directly accessible by pedestrians walking along a route having a distance of not more than five metres from:

a) a frontage of the **lot** on which the establishment is located; or

b) a building setback line on the **lot** on which the establishment is located, provided the line is established by the Zoning By-law; and

ii) the entrance of the establishment is located within 0.2 metres of the sidewalk level directly opposite the door; and

iii) uses which are a branch of a bank or financial institutions; park, recreation and place of amusement and assembly; or community service and facility may include no more than 15 metres of frontage as a street-related retail and service use.

Explanation

The existing Official Plan and Zoning By-law include definitions of the street-related retail and service uses we are encouraging to locate in the Central Core and requiring in "priority retail streets". The above recommendation proposes that the definitions be strengthened in the following ways:

i) The current definitions require that the "principal entrance" of the establishment be in the exterior wall of the building. We are recommending that this be changed to the "only public entrance".

Many stores and shops considered to be street-related retail and service uses by the current definition have entrances to interior malls as well as to the public sidewalk. The street entrances of these stores frequently are locked, clearly defeating the intention that they be primarily oriented to the public sidewalk.

The amendment is proposed to ensure that stores designed to be "street-related" are indeed operated as "street-related". Developers would still be permitted to build interior malls and to open stores onto them. However, these stores would no longer be included in the proportion of frontage calculated as street-related retail and service uses.

ii) The current definition requires that the entrance to establishments be within "two metres above or below grade". It is recommended that this be changed to "0.2 metres of the sidewalk level directly opposite the door of the establishment".

This amendment will eliminate stores and shops with "split-level" retail entrances from the calculation of the frontage included as street-related retail and service uses. The reasons for this change is that stores separated from the public sidewalk by staircases detract from the pedestrian environment. Unless ramps, elevators or escalators are provided, the split-level entrance presents a significant barrier to people using wheelchairs and baby strollers.

The amendment makes the street-related retail and service use definition consistent with the new general requirement that all buildings that are used for commercial purposes and are located in "CR districts" which are subject to site plan control have the main floor located within 0.2 metres of the sidewalk level directly opposite the door of the commercial unit.

iii) The uses included in the definition of street-related retail and service uses are expanded to include places of amusement, art galleries, libraries, post offices, and many other uses classified in the Zoning By-law under the headings "parks, recreation, and places of amusement and assembly" and "community services and facilities".

Most of the small-scale uses included in these categories attract people and encourage an active street environment in much the same way as retail stores and personal service shops.

The addition of community services and recreational uses to the definition of street-related

Many stores with entrances to interior malls as well as the public street have the street entrance locked. We are defining street-related retail to mean only one entrance from the street.

retail and service uses will expand the possibilities for filling the space that is built in "priority retail streets" and in the Financial District and High Density Mixed-Use Areas. This should reduce future problems in leasing space during soft retail markets.

iv) Industrial computer services, data processing establishments, and security services are deleted from the retail uses defined as street-related retail and service uses. These uses do not generally support an active pedestrian environment.

v) We are also recommending that the maximum frontage of a branch of a bank or financial institution, "park, recreational use, and place of amusement or assembly", or "community service or facility" that can be included as a street-related retail and service use be limited to 15 metres.

Banks and financial institutions are among the most common uses provided along the sidewalk in the high density districts of the Central Core, and typically occupy large amounts of frontage. They incorporate substantially more office activities than most bank branches in shopping centres and retail districts, and do little to activate the street environment.

The 15-metre frontage limit will prevent most of the office functions carried out by the larger bank branches in the downtown from being included in the frontage considered to be street-related retail and service uses.

The same 15-metre limit is proposed for "community service" and "parks, recreation, and places of amusement and assembly" uses. When they occupy large amounts of frontage, libraries, recreation centres, museums, etc., tend to present expanses of blank wall to the sidewalk. The recommended limit will encourage a more active pedestrian-oriented presence along the street frontage.

7.5.3.2

Encouraging Adequate Shopping for Local Residents and Workers in the Central Core

Recommended Official Plan Policy

265 It is Council's policy to ensure that the **Central Core's** local residents and employees have adequate access to shopping facilities appropriate to serve their needs. Accordingly, it is Council's policy to take such steps as may be necessary to encourage Mixed-use Areas in the **Central Core** to include shopping facilities which serve the needs of local residents and workers.

Explanation

This recommendation clarifies the intent in Section 1A.14 of the current Plan to address the needs of the local market.

Section 1A.14 currently states that it is Council's policy to encourage a broad range of retail facilities in the Central Core, and to take steps to ensure that shopping facilities are provided which serve the needs of local residents and workers, as well as the regional market. The references to a broad range of retail facilities and the regional market are no longer necessary in view of the more general policy introduced in 1986 to encourage a broad range of high quality shopping facilities in the City serving local residents and employees, the surrounding metropolitan region, as well as tourists and visitors to the area. (See Section 3.1(e) of the existing Plan)

Section 1A.15 of the current Plan proposes to amend the Zoning By-law by introducing a zoning category including only those retail stores and service shops serving primarily residents of the surrounding area. Such a zoning category was never applied.

It may still be appropriate to limit the range of retail uses in some areas to better ensure that the shopping needs of the local population and workers are indeed served. For example, a limited retail zoning category might usefully be applied in a predominantly residential development located in an area isolated from neighbourhood shopping districts. This would be particularly useful if there were a competing potential to serve a high-priced specialty retail market. It also could be useful in areas where convenience shopping facilities need to be provided, but where stores attracting customers from a broader market area should not be encouraged.

However, instead of re-introducing a "local retail and service use" category into the general Zoning By-law, we are proposing that the appropriate list of permitted stores and service shops be decided on a case-by-case basis, taking into account the size of the market and the proximity to other shopping facilities.

The amended version of Section 1A.14 of the Plan as set out above provides sufficient authority to permit "local retail zoning" to be applied when it is necessary to ensure that local shopping needs are met, or to discourage stores serving a broader market. Section 1A.15 of the existing Plan is not needed, and can be deleted.

Recommended Official Plan Policy

266 It is Council's policy to promote and encourage the development of retail facilities appropriate to serve the shopping needs of the local population when planning new residential neighbourhoods or major residential developments.

Explanation

Through this recommendation, we are proposing that the provision of local shopping facilities become an integral part of the planning process for both major residential developments and for residential developments in areas not presently well-served with shopping facilities.

To implement the policy, it will be necessary to evaluate existing retail facilities in the surrounding area to determine whether they would adequately address the needs of the new residents. Where additional shopping facilities are considered necessary:

- Sufficient lands should be zoned to permit the development of adequate retail services;

- In order to encourage developers to market space to businesses that will service the local market, information about the changing population profile should be made available to the industry; and

- Where these measures are unlikely to be effective, a restricted "local retail" zoning category should be applied to make enough space available to meet at least the basic shopping needs of the population. (For example, about 1 000 square metres of commercial space)

7.5.3.3
Office and Institutional Development Outside the Central Core

Recommended Official Plan Policies

267 The **Central Core** and the **Regional Commerce Centres** at Yonge-Eglinton and Yonge-St. Clair shall be regarded as the major concentrations of office and institutional employment in the City.

268 It is the policy of Council to limit office and institutional development on Main Streets and retail strips located outside the **Central Core**. In this regard, Council may pass by-laws to permit limited office and **institutional uses** in these strips provided that such development is consistent with the objectives of:

i) encouraging the growth of the Metropolitan Centres as designated in the Official Plan of Metropolitan Toronto;

ii) maintaining the stability and enhancing the residential amenity of adjacent **Low Density Residence Areas**; and

iii) encouraging the development of housing in accordance with the other provisions of this Plan.

Explanation

This recommendation reaffirms the intent of Sections 3.1 (a) and (c) of the current Plan and updates the wording to reflect current policy. It recognizes the Central Core, Yonge-Eglinton and Yonge-St. Clair Regional Commerce Centres as the major areas for office and institutional development in the City. It, therefore, proposes that in strips outside these areas such developments be restricted to those uses which would be appropriate, both in scale and nature, to the neighbourhood context.

7.5.3.4
Regional Commerce Centres

Recommended Official Plan Policy

269 The two **Regional Commerce Centres** within the City are located at Yonge-Eglinton and Yonge-St. Clair. These **Regional Commerce Centres** shall be regarded as predominantly commercial areas accommodating office development to a degree consistent with maintaining the stability of the adjacent **Low Density Residence Areas**.

Explanation

This recommendation reaffirms the policy contained in the October 31, 1981 report entitled *Regional Commerce Centres in the Part I Official Plan* regarding the role of regional commerce centres in the neighbourhood context.

7.5.3.5
Street-related Retail Activity Outside the Central Core

Recommended Official Plan Policy

270 Subject to the other provisions of this Plan, it is the policy of Council to encourage **street-related retail and service uses** in appropriate retail strips and **Main Streets** outside the **Central Core**.

Explanation

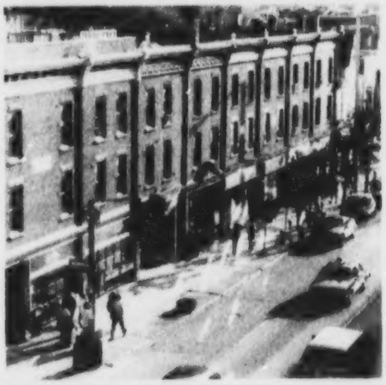
In parallel with the policies proposed for Central Core, this recommendation would amend Section 3.1 (h) of the existing Plan to extend the policy to strips outside the Central Core. It also would reaffirm Council's existing policy of encouraging retail strips and main streets to play a major role in providing Toronto's neighbourhoods with their shopping and service needs. The amendments proposed in Subsection 7.5.3.1 above, regarding the definitions in the Official Plan and Zoning by-law for Street-Related Retail and Service Uses, will also apply to strips outside the Central Core.

7.5.3.6
Shopping Facilities and Traditional Shopping Streets

Recommended Official Plan Policies

271 It is the policy of Council to encourage the development and preservation of a broad range of shopping facilities in the City of Toronto to serve local residents and employees, the surrounding Metropolitan Region, and tourists and visitors provided such facilities are compatible with adjacent **Low Density Residence Areas**.

272 It is the policy of Council to support retail strips, **Main Streets** and **Traditional Shopping Streets**, and to initiate public actions and promote private initiatives that will, in Council's opinion, encourage retail strips, **Main Streets** and **Traditional Shopping Streets** to continue to function as major components in Toronto's pattern of commercial activity and as centres of retail and social activity for its residential neighbourhoods.



The City's traditional shopping streets are the heart of social and shopping activities in our neighbourhoods.

273 It is the policy of Council to adopt statements in Part I or II of this Plan, and also through other actions to recognize specific retail strips or portions of such strips as **Traditional Shopping Streets** as shown on Map 7.3. It is the objective of Council that **Traditional Shopping Streets** be retained as active and economically viable shopping districts. Accordingly, Council will give priority to these districts when determining specific economic and other measures intended to revitalize commercial areas.

274 In areas recognized as **Traditional Shopping Streets** it is the policy of Council to use its available powers to improve the attractiveness and convenience of the shopping environment. These measures may include, but are not limited to:

i) encouraging, forms of development which would enhance the environment of **Traditional Shopping Streets**, improve shopping functions and provide compatibility with neighbouring buildings, through measures such as passing by-laws and designating site plan control areas;

ii) giving priority to **Traditional Shopping Streets** when improving public amenities such as parking facilities, street furniture and landscaping;

iii) giving preference to sites in **Traditional Shopping Streets** when locating public services and facilities supportive of shopping activity;

iv) encouraging street-related retail and service uses to be located in **Traditional Shopping Streets**; and

v) encouraging and assisting in the organization and functioning of effective business associations in **Traditional Shopping Streets**.

275 It is the policy of Council to seek to ensure that the location, scale and form of new developments in **Traditional Shopping Streets** support retail activity and are compatible with the surrounding area. Accordingly, Council may pass by-laws to:

i) encourage predominantly residential development to locate in appropriate commercial strips not recognized as **Traditional Shopping Streets**; and

ii) limit the amount of non-residential **gross floor area** on a **lot** used for retail and service commercial purposes in areas where this Plan permits retail and service uses, other than those areas delineated on Map 7.3 of this Plan, to a maximum of 1 800 square metres more than existed on the **lot** on the date of passing such by-law.

Notwithstanding the policy set out above, upon application by the **owner** of the **lot**, Council may pass by-laws to permit the use of additional non-residential **gross floor area** for retail and service commercial purposes provided that:

i) in the opinion of Council, the proposed development is compatible with the surrounding area and consistent with all other policies of this Plan; and

ii) Council is satisfied that the proposed development will not adversely affect the economic activity of any **Traditional Shopping Street**.

Explanation

This recommendation updates Section 3.1 (e) and (f) of the current Plan and incorporates the policies adopted by Council on May 20, 1986 with respect to traditional shopping streets outside the Central Core.

7.5.3.7
Community Services and Facilities

Recommended Official Plan Policy

276 It is the policy of Council to permit **community services and facilities** to be located in appropriate retail strips and **Main Streets** to serve the needs of local residents and workers. In passing by-laws to permit buildings containing **community services and facilities**, alone or in combination with commercial and/or residential uses, Council shall have regard for the scale and compatibility of the proposed uses with adjacent residential neighbourhoods.

Explanation

This recommendation updates Section 3.1 (d) of the existing Plan to ensure that community services and facilities serving the needs of the local community are located in strips in a way which is compatible with neighbouring developments and consistent with other policies of the Plan. Further, institutional uses not of a local nature would be subject to the Institutional Policy contained in Chapter 7.6 of this report and would generally not be permitted on local shopping strips, while existing non-local institutions could only expand if they meet a series of stringent tests to ensure community compatibility.

7.5.3.8
Housing Development

Recommended Official Plan Policy

277 It is the policy of Council to encourage the development of housing of a type, density and form that is, in Council's opinion, consistent with the character of the area and compatible with adjacent uses in retail strips and Main Streets provided that the primary function of these strips in serving the retail and service needs of the local residents is not undermined.

A component of housing shall also be encouraged in the Regional Commerce Centres, as well as shopping, recreational and entertainment uses for the residents of the surrounding district. Council shall adopt policies governing development in these areas in Part II of the Plan.

Explanation

This recommendation updates Sections 3.1 (i) of the current Plan and reaffirms Council's support for housing intensification and balanced growth in Regional Commerce Centres and along appropriate Main Streets and retail strips.

7.5.3.9
Further Amendments

At this time we are not proposing any changes to the density provisions for the various retail strips, commercial streets and Main Streets discussed in this Proposals Report. Most of the commercial strips/main streets are designated in the current Plan as Low Density Mixed Commercial-Residential Areas or Areas of Permissible Commercial Use within Low Density Residence Areas or as District Commerce Centres. Some of these designations are outdated and the density provisions, in particular, are no longer appropriate. We anticipate that further amendments to the Plan, particularly with regard to density provisions and Official Plan designations would be proposed in line with this direction once a comprehensive review of the existing commercial policies in the neighbourhood context is completed. As explained in Section 9.4.4 of this report, such a review will include a study of shopping plazas and malls in the City's neighbourhoods. These reviews and studies will be initiated immediately with a view to introducing a set of comprehensive neighbourhood commercial policies together with the Main Streets policies.

7.5.4
OVERVIEW

The policies set out above have two major thrusts. First, they fine-tune the retail policies in the 1976 Central Area Plan to:

i) Improve the effectiveness of the City's incentives encouraging street-related retail activity; and

ii) Provide for adequate retail services for local residents and workers in the central area.

Second, City-wide commercial policies as currently set out in Section 3.1 of the Official Plan are updated to reflect a number of policy changes made during the 1980s. We favour a retail and service commercial activity pattern which would:

- discourage non-local office or institutional uses from locating outside those office and institutional districts identified in Chapters 7.1 and 7.6 of this report;

- encourage retail activity to continue to locate in linear strips compatible with their residential neighbours and enhance the strip shopping environments for the community;

- encourage housing intensification in appropriate shopping strips; and

- ensure compatibility in built form and scale of retail facilities in these strips with their residential neighbours.

The comprehensive review that is discussed in Subsection 7.5.3.9 will thoroughly analyse the problems of the existing policies and provide detailed recommendations for future policy implementation.

7.6
INSTITUTIONAL POLICY

> "In Toronto the realms of Government, Health and Post Secondary Education are locked in a sort of symbiotic embrace around Queen's Park. Though each of these realms has its own distinctive character, together they stand apart from the other downtown districts because of the larger scale of their buildings and spaces."
>
> **Edward Relph, The Toronto Guide**

7.6.1
SUMMARY

The institutions concentrated within the Central Area of Toronto play an important role in the lives of Torontonians. Many of us were born in one of the Central Area hospitals, educated at the University of Toronto or Ryerson, have picnicked or attended rallies at Queen's Park, and rely once more upon the hospitals in the illnesses of our later years. The downtown institutional areas are the seat of government power, educational excellence, and specialized health facilities of national importance. They are also the source of thousands of jobs for Torontonians.

In this report we continue to distinguish between general institutions which serve a broader regional or national population, and local community services and facilities which provide essential services for local residents and workers. General institutions often need a location with good transit accessibility and high visibility and are encouraged to locate in portions of the Central Area and regional sub-centres. Local community services and facilities should be located in the neighbourhoods they serve. This chapter of the Proposals Report deals exclusively with general institutions which serve a broader population.

In the current Official Plan a single Institutional District is identified along the spine of University Avenue. However, in this report we recommend the creation of three distinctive institutional areas: the University Areas of the University of Toronto and Ryerson Polytechnical Institute; the Queen's Park Government Area; and a Hospital Area which would include the cluster of Central Area hospitals along University Avenue. The different needs of these primary institutional uses and the resultant difference in land use approaches makes this distinction worthwhile. The policies outlined in this chapter are intended to replace the institutional policies currently found in Sections 6 and 1A of the Official Plan.

The University Area policies recognize the cultural and economic contributions of our universities to the life of our City and their need to change and grow. We are proposing that the City of Toronto work together with the downtown universities to create specific Part II Official Plan policies which will reflect both the needs of the universities, as expressed in their emerging 'master plans', and the goals of this Plan, including:

- maintaining a low-to-medium-scale built form in harmony with the existing campus;

- preserving and enhancing open spaces and heritage buildings;

- emphasizing alternatives to the private automobile; and

- promoting public safety, physical accessibility, pedestrian comfort and ease of movement, and, environmentally-sound design.

The permitted heights and densities for these areas; will remain at their current levels until the Part II plans are completed, and no internal density transfers should be permitted until appropriate heights and building envelopes are established through the Part II Plans. The uses permitted on University lands will include all university and ancillary uses including affiliated laboratories and research and development facilities. Residential uses will be limited to housing for students, employees and those in short term residence for education purposes. New private residential units or hotels would not be permitted on University lands.

In the Queen's Park Government Area a major plan objective is to retain the open space and heritage buildings, and the landscape they create along Queen's Park Crescent East. A height limit in keeping with existing buildings and a density cap of three times the lot area is proposed for the lots containing the Legislature Buildings, the Whitney Block and the Frost Buildings, which would permit rear and infill expansion to take place. The only change in use proposed in the Queen's Park Government Area is, that in the unlikely event that residential units are developed in the area, they should be social housing units and remain within the public realm.

We recognize in this Plan that Central Area hospitals benefit from transit accessibility and their proximity to the University of Toronto. Furthermore, a clustered Central Area location provides a good opportunity to share resources and facilities. The University Avenue Hospital Area comprises the seven hospitals clustered along the University Avenue corridor between Dundas and Grosvenor Streets. With the exception of the Women's College Hospital, the heights and densities that these hospitals could be built to are compatible with the built form and uses of the district and should be maintained at approximately the same level in the new implementing zoning by-law. Those hospitals which have sites for physical expansion will be able to retain their outstanding permitted density for on-site expansion.

Many of the Central Area hospitals outside of the University Avenue Hospital Area have site specific by-laws which limit the existing institutional densities to the current levels. We are proposing to retain and strengthen the existing Official Plan policies so that any application to expand these hospitals must involve early consultation with both the City and local area residents and workers, and would be considered in the light of factors such as:

- the compatibility of the proposed expansion with the adjacent area in terms of heights, massing and built form, noise, traffic generation and parking;
- retaining mature trees and providing parks and open spaces for worker and resident populations;
- retaining light, views and privacy;
- creating a comfortable pedestrian environment; and,
- retaining affordable housing.

The many general institutional uses scattered throughout the mixed-use districts of the Central

The Region benefits from the fact that many of our leading hospitals are centrally located, and are able to share critical resources.

Area, outside of the Institutional Areas, would retain an institutional density identical to the commercial uses in their districts. However, the policy which permits density transfers between lots owned by a single institution is to be eliminated, as it would allow the stacking of density on lots in the Medium and High Density Mixed-use Areas which would result in buildings of an incompatible height and scale for those districts. New general institutional uses would continue to be prohibited in Residence Areas within the Central Area, and the existing policy permitting general institutional uses in Residence Areas outside of the Central Area should be the subject of a further study.

The policies contained in this chapter replace the institutional policies currently found in the following sections of the existing Official Plan: 1A.28, 1A.29, 1A.31, 1A.32, 1A.33, 1A.34, 1A.36, 1A.39, 6.1 and 6.2.

7.6.2
BACKGROUND

The Plan states that lands owned by public institutions, such as universities, should be preserved for institutional purposes, and not be sold for development.

The 1976 Central Area Plan policies were created in the spirit of "small is beautiful" and in the shadows of conflict between local residents and major health and educational institutions wishing to expand. The policies which eventually came to be enshrined in the Central Area Plan were compromises reached after a lengthy interlude at the Ontario Municipal Board. Some of the points of debate of that era still merit a response today.

The 1976 Plan recognized the need to differentiate between institutions serving wider populations and those meeting the needs of local workers and residents in terms of optimal location, scale, site requirements and accessibility needs. The distinction between general institutions serving a broad area and local community services and facilities was a valid one in our opinion, and is carried further in this Plan as they are dealt with in different chapters of the Plan proposals.

Another point of issue 15 years ago was the extent to which institutions serving the wider regional or provincial population should be allowed to expand or establish themselves in the Central Area or whether there should be a decentralization of major institutions. We acknowledge, in this Proposals Report, the contribution of our universities, government centres and central hospitals to the life of the City and agree that they belong in the Central Area by virtue of their greater accessibility to the wider regional population and the dense and mutually enriching network of linkages between these great institutions that demand physical proximity. However, adjacent uses must still be protected, particularly nearby residents whose lives may be disturbed by institutional expansions.

Another principle which is woven through the policies in this chapter is to retain the major institutional lands for continued public institutional uses. As land in the Central Area becomes an increasingly precious resource, the future acquisition of additional or replacement lands would become more difficult. Open space to serve the clients and employees of institutions and the public at large should be preserved in public use for succeeding generations. Land for housing should be used for students, nurses and other institutional employees or for assisted housing which would remain within the public realm and reflect the public funding of our major institutions. At issue here are cutbacks imposed by senior level governments forcing institutions to, in some cases, optimize their land value potential in order to offset funding shortages. It is short sighted to put financial pressure upon the institutions which we rely upon for our health and education, and thereby create the situation where long-term City-building is subordinated to short-term cash flow for vital services.

7.6.3
DIRECTIONS

7.6.3.1
Distinguishing Between Local Community Services and General Institutions

Recommended Official Plan Policy

278 It is the policy of Council that **general institutions** which serve City-wide, regional and national populations shall be encouraged to locate in the Institutional Areas and Mixed Commercial Residential Areas of the **Central Area.** Council shall encourage the location of **community services and facilities** throughout the City to meet the present and future needs of residents, workers and visitors on a local area basis.

Explanation

The existing Official Plan differentiates between general institutions which have a service area beyond a specific neighbourhood or district, and community services and facilities which, service a localized resident and worker population. General institutions need to be accessible to the broader resident and visitor populations and are best located in areas of good transit access such as the Central Area or the regional sub-centres such as the Scarborough Town Centre or North York City Centre in order to provide a transportation alternative to the private automobile for employees and clients.

General institutions are frequently large establishments such as hospitals, universities, major government offices, public art galleries and museums. They frequently require a large scale of massing and generate high levels of traffic that are not compatible with Residence Areas, and are, therefore, encouraged to locate within either Institutional Areas, Mixed-use Areas of the Central Area or regional sub-centres where the scale of buildings is higher and alternatives to the private automobile exist.

7.6.3.2
Creating University Areas

Recommended Official Plan Policies

279 Council recognizes **Universities** as important contributors to the educational economic and cultural life of the City. The **Universities** also contain concentrations of historic buildings and major open spaces which contribute to the built form and land use patterns of the **Central Area.**

280 It is the policy of Council to encourage the development of high quality research and development facilities in the **University** and **Hospital Areas** of the **Central Area**. To this end, public and private laboratories and research facilities under the auspices of Hospitals and **Universities** will be permitted and encouraged to locate in the Institutional Areas of the **Central Area.**

281 The **University Areas** shall be regarded as those lands in the ownership of Ryerson Polytechnical Institute and the University of Toronto and its affiliated and federated colleges as of January 1, 1991, as shown on Map 7.5, which forms part of this Plan and shall be used for the purposes of a **University** or a **general institution.** Council may redefine the boundaries of the **University Areas** through Part II of this Plan.

Explanation

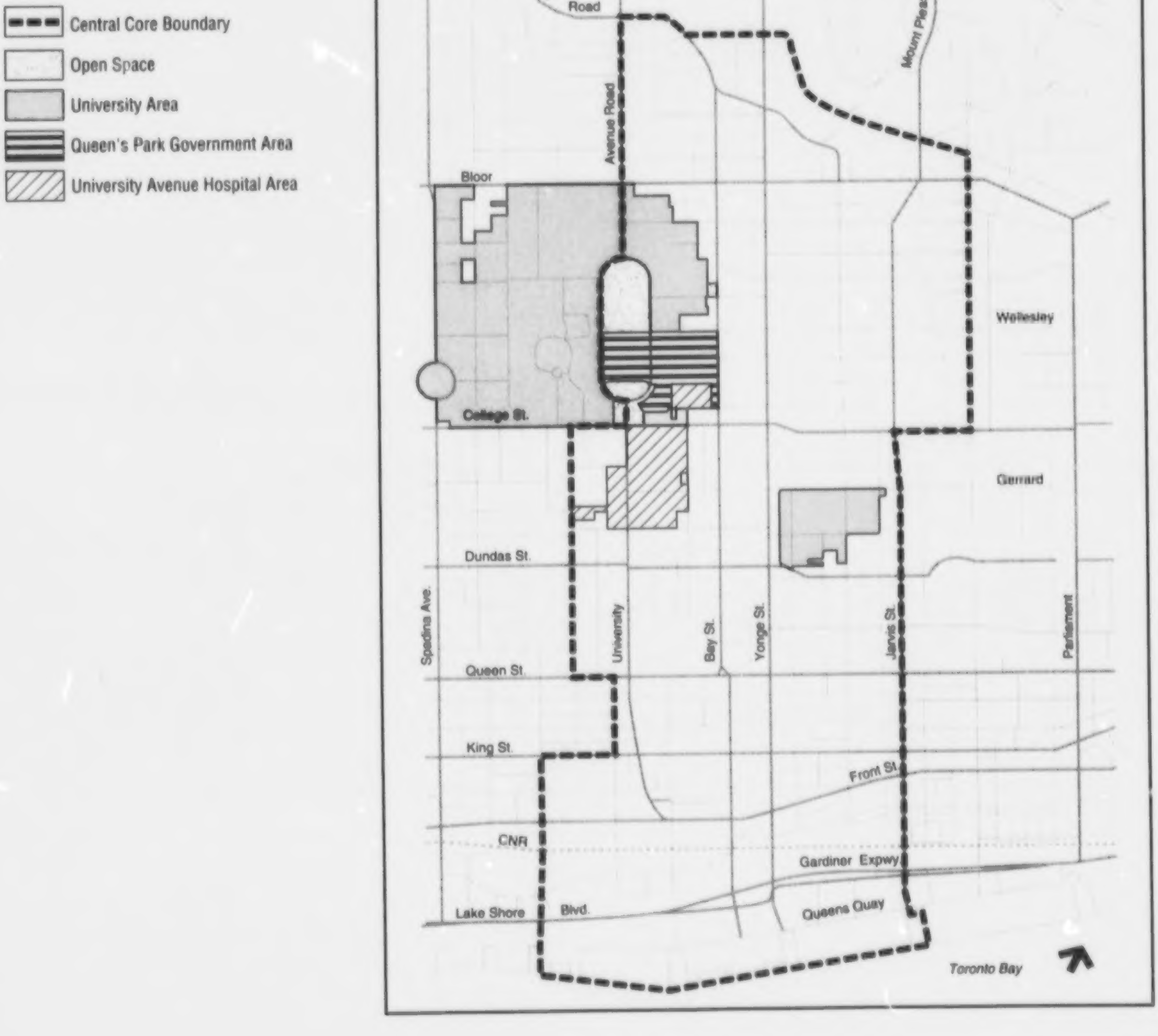
In the existing Official Plan the University of Toronto lands are placed within the Institutional District and are primarily zoned QR for institutional and residential purposes, and UOS for University Open Space. The Ryerson Polytechnical Institute lands were not included in the Institutional District and are designated Medium and High Density Commercial-Residential. However, By-law 97-80 designates the lands for institutional, residential and university open space purposes.

Despite the difference in physical size and land area, there are broad similarities between the planning needs of the University of Toronto and Ryerson Polytechnical Institute. Both are long-standing eminent educational institutions which benefit from excellent transit access and a central location, and are characterized by low-to-medium-rise buildings of a high aesthetic quality. Both institutions, but particularly the University of Toronto, have important heritage buildings and landscapes and significant parks and open spaces. The Boards of both universities are also in the midst of a major evaluation of future physical development plans.

In June 1990, the Board of Trustees of Ryerson adopted a report entitled *Ryerson Polytechnical Institute Long Range Development Plan* which sets out the scale and type of future space requirements and how these may be met within a compact urban campus. The University of Toronto has also embarked upon a new Master Plan process and the Governing Council has adopted a set of principles to guide the creation of a master plan . Because of the uniqueness of the functions and needs of these Universities we are proposing to create a University Area designation with policies which apply solely to the University of Toronto and Ryerson Polytechnical Institute.

The City is also aware of the increase in importance of joint ventures between private firms and public universities and hospitals in the research and development field. Currently private research firms are not a permitted use in the Institutional District of the Central Core, and this plan would permit, and indeed encourage this type of research investment affiliated with our public institutions.

Map 7.5
Institutional Areas


Central Core Boundary
Open Space
University Area
Queen's Park Government Area
University Avenue Hospital Area
Davenport
Road
Mount Pleasant Rd.
Avenue Road
Bloor
Wellesley
College St.
Gerrard
Dundas St.
Spadina Ave.
University
Bay St.
Yonge St.
Jarvis St.
Parliament
Queen St.
King St.
Front St.
CNR
Gardiner Expwy
Lake Shore Blvd.
Queens Quay
Toronto Bay

7.6.3.3
Planning Objectives for Part II Plans in the University Areas

Recommended Official Plan Policy

282 It is the policy of Council to undertake studies in consultation with the University of Toronto and its federated and affiliated colleges and Ryerson Polytechnical Institute to establish detailed Part II Plans for each **University**. Council shall work with the University of Toronto, Ryerson Polytechnical Institute and other affected constituencies to:

i) create a campus plan which shows the clear relationship between the University's vision of its academic future and its plans for physical development;

ii) develop a compact campus with a clear identity;

iii) develop strong and mutually enriching physical, social and economic connections between the **University** and the surrounding community and to physically integrate the **University** with the rest of the City;

iv) create massing and heights for new **University** development which are in keeping with the existing low- to medium-scale built form of the **University** and adjacent areas of the City by establishing appropriate heights, building envelopes and overall densities;

v) establish maximum density limits which reflect the anticipated space needs of the **University** and are compatible with adjacent areas of the City;

vi) sustain and enhance the architectural and visual coherence of the campus;

vii) preserve and enhance structures, landscapes and areas of historic or architectural significance, and ensure that any additions, renovations or new development will respect these heritage features;

viii) retain and enhance existing public open spaces, gardens and treed areas, and ensure that any new developments or additions help to positively frame and define open spaces;

Part II Official Plans for Toronto's Universities will emphasize protection of heritage buidings and open spaces.

ix) create and maintain a system of continuous at grade pedestrian routes throughout the campus, with an emphasis upon the public street system, and connections to adjacent areas of the City. The campus pedestrian system should provide safe and convenient access to all **University** facilities, including convenient access for persons with physical disabilities;

x) emphasize public transit, cycling, and walking as an alternative to the private automobile, and place below grade any new vehicle parking lots required to replace existing surface parking;

xi) site and design new buildings and additions to provide comfortable microclimatic conditions for pedestrians, particularly in the peak use fall and winter seasons;

xii) site and design new buildings and additions in a manner which promotes energy efficiency and can accommodate ecologically responsible waste management programs;

xiii) reserve the Huron/Sussex area for residential purposes, including Infill Residential Uses to house university students, university employees and members of the general populace; and

xiv) retain University land for University purposes, unless a detailed Part II study indicates that a particular parcel in a location which is peripheral to the University lands is not required for future University purposes and that no loss of publicly accessible open space or historically or architecturally significant buildings would result from the use of the lands for non University purposes.

Explanation

As both Universities are in the midst of major planning studies, we are proposing that the City of Toronto work in consultation with them on the creation of Part II Official Plan policies which will reflect both the needs and aspirations of our universities and the broad goals of this Plan pertaining to: built form; heritage; open space; relationship of development to adjacent communities; transportation; environmental soundness; and which recognize the economic and cultural importance of these Universities to our City and Nation. It is important that the Universities' vision of their future academic role be at the core of their physical land use plans.

The Official Plan proposals for the University Areas set out principles to guide the creation of the Part II Plan, which mirror some of the principles established by the University of Toronto for the creation of a Campus Master Plan, and the principles established by Ryerson to guide its Long Range Development Plan. These include: using university lands to create a compact campus with a distinctive identity which is integrally tied in to the life of the surrounding City; preserving historical buildings and landscapes; retaining and enhancing existing open spaces and treed areas; designing a campus which is safe, environmentally-sound, physically accessible to all members of the public and presents a coherent and attractive physical entity; and, meeting the space needs of the Universities in a way which is flexible enough to adapt to future change and can accommodate new research and development activities which may be jointly developed with the private sector.

Under the Part II Plan, lands can be added to the University Areas, or deleted, so long as they are physically peripheral to the campus, not required for future University purposes and would not result in any potential loss of publicly accessible open space or heritage buildings. Publicly accessible open spaces to be retained should be identified in the Part II plan and their future use limited to parks and open space uses through the Part II implementing by-law.

7.6.3.4
Defining Uses, Heights and Densities in the University Areas

Recommended Official Plan Policy

283 **In the University Areas shown on Map 7.5, Council may pass by-laws to permit buildings used for purposes of a University or a general institution.**

Recommended Definition

284 The term University means a government-supported institution operated on a non-profit basis for the primary purpose of post-secondary education and ancillary uses thereto such as: a university residence for students, employees, and those in short-term residence at the University for educational purposes, a clinic, a day nursery, a post office, a book store, a branch of a bank or financial institution, a duplicating shop, a restaurant, a retail store, a laboratory and/or institute under the auspices of the University that is devoted to research and the development of new knowledge, public parks and publicly accessible open spaces.

Recommended Official Plan Policy

285 Until such time as Part II Plans are adopted by Council establishing heights and densities in the University Areas, Council may pass by-laws to permit buildings used for the purposes of a University or a general institution provided that the heights and density do not exceed that prescribed in By-law 438-86 as amended for the district in which the lot is located.

Explanation

The use of the University lands is clearly set aside for University educational and research functions; residences for students, employees and those attending university seminars, colloquia, learned society meetings, and short courses; ancillary commercial uses which serve the University population; and laboratories and institutes which are affiliated with the University. Only residences for students or employees of the University or those attending short-term seminars or conferences would be permitted. Thus, the use of University lands for private market residential units or hotels would not be permitted, except on lands deleted from the University District through the Part II Plan which are not required for future university use, are peripheral to the University areas, and which would not entail any potential loss of open space or a heritage building.

The new definition of University recognizes the continuing partnership between institutes of higher learning and the private sector in establishing laboratories and institutes which are under the auspices of the University. The precise meaning of the term "under the auspices" will be determined in consultation with the Universities in the course of their Part II Plan preparation.

There are currently no maximum densities in the area of the University of Toronto under the existing Official Plan. We are proposing to retain the existing maximum zoned densities, expressed in floor area ratios, and keep the established zoned height limits until such time as Council adopts Part II Plans to establish detailed height limits, site densities and building envelopes. Currently, Ryerson Polytechnical Institute, St. Michaels College and Victoria College have the flexibility to transfer portions of their density across their lands. We are suggesting that, until such time as the Part II Plans establish height limits and building envelopes, no internal density transfers be permitted as of right.

7.6.3.5
Establishing the Queen's Park Government Area

Recommended Official Plan Policy

286 The **Queen's Park Government Area** shall be regarded as those lands in the ownership of the Province of Ontario as of January 1, 1991, as shown on Map 7.5.

Council recognizes the role of the **Queen's Park Government Area** as both the seat and ceremonial centre of democratic self-governance in Ontario. The Provincial Legislature Building, a valuable heritage building in a park-like setting, is a traditional place of assembly for our citizenry, and terminates the view at the north end of University Avenue, Toronto's most important ceremonial street.

Explanation

The Queen's Park Government Area consists of an ensemble of large and handsome institutional buildings set within generous setbacks and landscaped open spaces. It has a distinctive landscape character as well as tremendous symbolic value to our citizenry, as a site of public gathering and celebration. With the Provincial government's decentralization of Ministry offices away from Central Toronto, it is not anticipated that there will be any substantial increase in demand for Provincial government office space in the Queen's Park Government Area or a need to expand the boundaries of the government administrative district.

7.6.3.6
Establishing Uses, Heights and Densities in the Queen's Park Government Area

Recommended Official Plan Policy

287 In the Queen's Park Government Area shown on Map 7.5 to this Plan, Council may pass by-laws to permit buildings containing the following uses with a maximum **gross floor area** of 4.5 times the area of the **lot**:

i) **institutional** uses;

ii) **government offices**;

iii) ancillary **commercial** uses, located at grade level, up to a maximum **commercial density** of .8 times the **lot** area; and

iv) **social housing.**

Notwithstanding the provisions of this Section, on **lots** with a frontage on Queen's Park Crescent East within the **Queen's Park Government Area,** Council may pass by-laws to permit buildings with a maximum **gross floor area** of three times the area of the **lot.**

Queen's Park, with its handsome architecture and landscaped open spaces, has a unique role as a site for public gatherings and celebrations.

Notwithstanding the provisions of this section, where lands within the Queen's Park Government Area are used for government offices or institutional purposes as of the date of the implementing by-law, Council may pass by-laws to permit such lands to be used for any office purpose provided:

i) the Provincial government has submitted a study showing that the lands are not required for future government purposes;

ii) the lands or buildings are unsuitable for social housing; and

iii) no loss of publicly accessible open space or historically and/or architecturally significant buildings would occur.

Explanation

This report calls for the retention of generous landscaped setbacks in the Queen's Park Crescent East area.

There is currently no maximum density for institutional uses in the Institutional Districts within the current Official Plan, although the Zoning By-law defines a maximum density limit which generally falls between four and fives times the area of the lot. The existing site densities for government buildings, with the exception of the Ontario Hydro Building on University Avenue, fall between 1.8 and 5.2 times the area of their lots. We are proposing that an Official Plan maximum of 4.5 times the area of the lot be established in the Queen's Park Government Area, with the exception of lots that border Queen's Park Circle East. With the exception of the building at 880 Bay Street, which has a density of slightly over five times the lot area, this would permit additions to existing government buildings and permit new structures which are in keeping with the built form of the area.

The lots which border Queen's Park Crescent East, containing the Legislature Buildings, the Frost Buildings and Whitney Block are not to be developed at more than three times the area of the block. This would permit infill and rear expansion of these office blocks while maintaining the important landscapes, heritage buildings and overall character of the area.

Within the Queen's Park Government area, we are not proposing any significant changes to permitted uses, with institutional and government offices predominating and incidental and ancillary commercial uses also permitted. In the event that Crown land is given over to residential uses, the Plan specifies that social housing be built on these lands. Where the decentralization of government Ministries to municipalities outside of Toronto creates a surplus of government lands and buildings for Provincial purposes, Council could pass by-laws to permit any office use provided that: a report is submitted to Council showing that these lands or buildings will not be needed by the Provincial government, that they are unsuitable for social housing, and that no loss of publicly accessible open space or heritage buildings will result. As public offices are the primary use in the area, the conversion of this space to private offices would have minimal effect upon transportation system loads or the desired balance between new housing, office space and commuting in the Central Area as described in Chapter 6.1.

7.6.3.7
Retaining Open Space and Encouraging Public Activities At Grade

Recommended Official Plan Policy

288 Council shall encourage the Provincial government to retain all **parks**, open space areas, and significant treed areas in the **Queen's Park Government Area** and seek to ensure that new developments respect these landscapes. Council will encourage the retention of generous landscaped setbacks for sites fronting along Queens Park Crescent and College Street in the **Queen's Park Government Area**.

289 Council shall encourage the use of floor space at grade within **institutional** buildings fronting along Bay and Wellesley Streets in the **Queen's Park Government Area** for activities serving the public, such as **government offices** to which the public requires direct and frequent access.

Explanation

We are recommending that the important park spaces, generous building setbacks and treed landscapes of the district be retained and that any new developments are designed to be sensitive to these landscape features.

7.6.3.8
Establishing the University Avenue Hospital Area

Recommended Official Plan Policy

290 The **University Avenue Hospital Area**, shown on Map 7.5 to this Plan, comprises many of the major teaching hospitals with specialized facilities which serve the Region, Province and Nation. Council recognizes the vital role of these hospitals in the health care of our citizenry, and would encourage the growth of these hospitals to occur in a manner which would be compatible with the built form characteristics and land use of the surrounding area.

Explanation

The majority of hospitals in the City of Toronto are located within the Central Area. In the institutional district as defined in the 1976 Plan there is a concentration of downtown teaching hospitals which have specialized facilities and serve a wider regional, provincial and national service area. This cluster includes: The Hospital for Sick Children, Mount Sinai Hospital, Queen Elizabeth Hospital, Princess Margaret Hospital, the Toronto Hospital Corporation/Toronto General Hospital and Women's College Hospital.

Recommended Official Plan Policy

291 Council shall enact by-laws for lands in the **University Avenue Hospital Area**, as shown on Map 7.5 to this Plan, to establish maximum densities of development for buildings containing the following uses or a combination thereof: **institutional uses;** residential uses to house institutional patients, students, or employees; a laboratory and/or institute under the auspicies of a **University** or hospital that is devoted to research and the development of new knowledge; and **commercial** uses which are ancillary to the operation of an **institution** located within the **University Avenue Hospital Area.**

In enacting such by-laws, Council shall have regard for:

i) the heights, massing and built form characteristics within the **University Avenue Hospital Area** and any adjacent Residence Areas and Mixed-use Areas;

ii) the uses, heights and densities permitted in this Plan in any adjacent Residence Areas and Mixed-use Areas; and,

iii) the impact of **institutional** development on adjacent parts of the **University Avenue Hospital Area** and on any adjacent Residence Areas and Mixed-use Areas with respect to noise, traffic generation, and the provision of parking; the retention of mature trees and provision of parks and open spaces for worker and resident populations; the retention of light, views and privacy; the creation of a comfortable pedestrian environment; and the retention of affordable housing.

Explanation

At the time that the Central Area Plan was adopted in 1976, there was considerable debate over the value of having major institutions with wide service areas, including hospitals, locate and expand in the Central Area. We recognize in this Plan that the majority of hospitals in the City are located in the Central Area, and benefit greatly from the transit access for employees and visitors and the critical sharing of resources which is possible within a relatively small geographical area. Where hospitals exist and there is room for expansion, it is logical that these additions are likely to be proposed on the same site or on the lands adjacent to the existing hospital. But it is important for the City, its neighbourhoods and the hospitals that new hospitals or hospital additions take shape in a way which is sensitive to the effects on the surrounding areas, particularly residential districts. Where a hospital proposal would entail the loss of parkland and affordable housing, or create a massing and density that is totally alien to a district, it might be beneficial to look at other design solutions or other sites.

Currently, there are no maximum Official Plan density limits for the seven hospitals which fall within the Institutional District as defined in the 1976 Plan. These hospital sites are zoned QR, mixed institutional-residential, and the maximum density is set under the Zoning By-law only. The current institutional densities for this central cluster of hospitals ranges from 4.5 to eight times the lot area. This is a generous provision relative to adjacent areas, and almost all of the hospitals have excess density for on-site expansions. Only the recent additions to Mount Sinai Hospital and Sick Children's Hospital place these two institutions at or near their permitted maximum institutional density, with little opportunity for additional physical expansion.

Hospital expansion should respect scarce green space in the University Avenue Hospital area.

Generally, the heights and densities established for the hospitals clustered along the University Avenue corridor are compatible with the built form and uses of the district and should be maintained at the same level in the Zoning By-law. One exception is Women's College Hospital, which has a maximum institutional density of eight times the lot area and a maximum height limit of 76 metres. If fully built out, this height and density would not be compatible with the heights and densities in the surrounding government district. We are recommending, therefore, that in the implementing by-law, the institutional density and maximum height of Women's College Hospital be reduced to correspond with those governing the adjacent districts.

The zoned uses for lands in the University Avenue Hospital District are proposed to be all institutional uses and ancillary commercial and residential uses which serve the primary institutions. Housing for patients, employees and students of the institutions would be allowed, but not the general residential uses currently allowed on these hospital sites. This would permit residential uses such as nurses residences, and residences for those requiring long-term care with a degree of independence, but not private market condominiums or apartments on these institutional lands. Private research laboratories and institutes affiliated with a hospital or university could also locate there to encourage joint research ventures in the bio-medical and other areas.

7.6.3.9

The Expansion of Hospitals Beyond the Plan Limit by Rezoning

Recommended Official Plan Policies

292 Subject to the statements on expansion of **existing institutions** in **Residence Areas**, Council may, upon the application therefore by an **existing hospital** in the **Central Area**, pass by-laws to permit the extension of land and/or the expansion of one or more buildings used by such hospital at densities in excess of that otherwise permitted by this Plan, provided that:

i) such application includes a statement from the agency which is primarily responsible for approving the construction of the subject expansion, indicating the need for expansion at that location, and indicating that the agency is prepared to authorize the planning or construction of such expansion;

ii) the proposed expansion is compatible with the adjacent area with respect to built form, heights and massing; noise; traffic generation and the provision of parking; the retention of mature trees and provision of parks and open spaces for worker and resident populations; the retention of light, views and privacy; the creation of a comfortable pedestrian environment; and the retention of affordable housing; and

iii) in the case of an existing hospital located within a Residence Area, such expansion is generally to take place on lands lawfully used by the hospital for **institutional** purposes at the date of the application, provided that any additions to the lands so used for **general institutional purposes** will not result in a substantial intrusion of the **institutional use** into an area of housing existing at the date of the application.

It is the policy of Council that the consideration of any application made pursuant to the above statement be preceded by consultation in the initial planning stages between the City, the subject hospital, the agency primarily responsible for approving the proposed expansion, and local area residents and workers, with respect to any local services to be provided, physical form and the potential impact of any proposed expansion on the surrounding area. When an application made pursuant to the above statement is not approved by Council, it is the policy of Council to indicate by resolution its reasons why approval was not granted.

Explanation

While the heights and densities of hospitals along University Avenue are in keeping with the heights and densities of the adjacent office areas, many of the Central Area hospitals outside of this cluster exceed both the heights and densities permitted on adjacent lands.

Central Area hospitals outside of the University Avenue cluster include: the Toronto Hospital Corporation/Toronto Western Hospital, the Addiction Research Foundation, the Doctors Hospital, the Clarke Institute, Toronto Grace Hospital, the Wellesley Hospital, St. Michael's Hospital, and Princess Margaret Hospital on Sherbourne Street. Most of these hospitals have site specific by-laws which govern their sites and reflect the current level of development.

The preceding statement is a slightly modified version of Section 1A.39 of the existing Official Plan which establishes the criterion by which any hospital expansion beyond the Plan's density limits shall be considered. Since there are no density limits for the hospitals along University Avenue in the former Institutional District, this clause has been generally applied to Central Area hospitals outside of the University Avenue cluster, such as Doctors Hospital and the Toronto Western Hospital. We are proposing to retain and strengthen this statement which requires that any expansion take place on lands already used by the hospital and that any expansion must be compatible with surrounding areas with regards to massing and built form, traffic and noise generation, provision of parks and mature trees, and the retention of light, views and privacy.

The Plan statement requiring early consultation has been strengthened to require discussions with the local area residents and workers at the initial planning stages, in addition to the current requirement to consult with the City.

7.6.3.10
Policies for Institutions in Mixed-use Zones Within the Central Area

Recommended Official Plan Policies

293 In Mixed-use Areas in the **Central Area**, it is the policy of Council to pass by-laws to limit the **institutional density** of **institutional uses** to an amount not exceeding the **commercial density** permitted in such Mixed-use Areas.

294 Notwithstanding the immediately preceding statement, Council may, upon the application, therefore, by the owner of a lot, pass by-laws applicable to lots in **Mid-rise**, **Medium** and **High Density Mixed-use Areas** to permit the extension of land and/or the expansion of one or more buildings which were used for **general institutional** purposes on January 31, 1976, up to the **institutional densities** set out below:

i) 4.0 in the case of lots located in **Mid-rise Mixed-use Areas;**

ii) 6.0 in the case of lots located in **Medium Density Mixed-use Areas**;

iii) 6.5 in the case of lots located in the **Medium Density Mixed-use Area** designated on Bloor Street from the west side of Avenue Road to the west side of Huntley Street; and

iv) 7.8 in the case of lots located in other **High Density Mixed-use Areas.**

In passing by-laws to permit such expansions, Council shall have regard for:

i) the compatibility of such additional **institutional** density with the Area and its surroundings with respect to built form, noise, traffic generation, and the need for parking generated by the **general institution** itself;

ii) the availability and need in the adjacent area for land for housing and parks purposes, including the needs generated by the **general institution** itself; and

iii) the desirability and feasibility of satisfying such needs in conjunction with the expansion of the **general institution**.

Explanation

There are approximately 140 institutions in the Mixed-use districts of the Central Area. This is in addition to institutions in the Hospital, University and Queen's Park Districts which are located in Mixed Institutional-Residential Districts.

The institutions in the Mixed-use districts are a mixture which includes churches, museums, libraries, and a great variety of charitable and social agencies. The existing Official Plan policies for these institutions, which are cited above and are proposed to be retained in the new Plan, are currently found in Sections 1A.32 and 1A.33 of the Official Plan. The first statement establishes that the maximum density for institutional uses in Mixed-use districts will be the same as the commercial densities in those districts.

The existing Plan then sets down the ground rules for the expansion of existing institutions in these districts. Institutions which have existed on a site since 1976 could apply to Council for a by-law to permit their expansion up to: an institutional density of four times the area of the lot in Mid-rise Mixed-use Areas; up to an institutional density of 6.0 in the case of lots located in Medium Density Mixed-use Areas; up to an institutional density of 6.5 in the case of lots located in the Medium Density Mixed-use Area designated on Bloor Street from the west side of Avenue Road to the west side of Huntley Street; and up to 7.8 in the case of lots located in High Density Mixed-use Areas. This clause permits applications to be made in order to devote the full density allowable on-site to institutional uses, and also provides criteria for evaluating such applications. These criteria include: the compatibility of the additional institutional density with the surrounding district in terms of built form, parking, traffic, noise; and the availability and need in the adjacent area for housing and parks.

These policies have proven to be fair in permitting institutions the same densities and market as commercial uses, while providing some expansion potential for established institutions and setting out reasonable planning criteria for determining whether those expansions should take place. We are, therefore, recommending that Sections 1A.32 and 1A.33 be re-established in the new section of the Plan dealing with institutional uses.

7.6.3.11
Deleting the Density Transfer Clause for Institutions

Under Section 1A.34 of the existing Official Plan, institutions with more than one lot in Medium and High Density Mixed Commercial-Residential districts may apply to permit them to transfer density among lots, provided the aggregate institutional density is not exceeded. Council is obligated to consider such a proposal in light of built form, traffic, noise, and parking impacts, but there is no cap on the density which may be created on an individual lot. In the instance of High Density Mixed Commercial-Residential Districts, the total density on a lot as a result of the transfer could far exceed what would normally be permitted in the area, and result in a building of a scale which is not in harmony with the district. We are, therefore, recommending that this provision be deleted. Individual institutional property-owners could still, however, apply for such a density arrangement on their lots, but such an application would now undergo the normal process for applicants seeking Official Plan Amendments. It should be noted that this policy has not applied in the past to hospitals (except Grace Hospital and St. Michaels Hospital), Queen's Park government offices or the University of Toronto, as none of these institutions is located in areas now designated as Mixed Commercial-Residential Districts.

7.6.3.12
New Institutions Will Not Be Allowed in the Residence Areas of the Central Area

Recommended Official Plan Policies

295 It is the policy of Council to pass by-laws to prohibit the erection or use of buildings for **general institutional** purposes in Residence Areas in the **Central Area**, except in respect of land or buildings used for **general institutional** purposes in such an Area on January 31, 1976.

In the case of an existing **general institutional use** within a Residence Area, Council may pass by-laws to permit such **general institution use** on the lands which it occupied within the Residence Area on March 31, 1979, provided that the **institutional gross floor area** permitted by such by-law does not exceed the **institutional gross floor area** erected and used on such lands on March 31, 1979. Notwithstanding the two foregoing paragraphs, Council may, upon application therefore, by an owner of a **lot**, pass by-laws to permit the extension of land and/or the expansion of one or more buildings used for the purposes of an existing **general institutional use** in a **Residence Area**, provided that:

i) the **gross floor area** of the **general institutional use**, including the expansion, does not exceed the **residential gross floor area** otherwise permitted in the area by this Plan;

ii) the impact of such expansion on the adjacent area is taken into account with respect to traffic, noise, the provision of parking and for the compatibility of the height, form and elevational treatment of the proposed building with adjacent residential buildings;

iii) the availability and need in the adjacent area for land for housing and parks purposes, including the needs generated by the **general institution** itself, is accounted for; and

iv) such expansion is generally to take place on lands lawfully used by the **general institution** for **general institutional** purposes at the date of the application, provided that any additions to the lands so used for **general institutional** purposes will not result in a substantial intrusion of the **general institutional use** into an area of housing existing at the date of the application.

Explanation

It is the current policy of Council, under Section 1A.36 of the Official Plan, to prohibit new general institutions in the Residence Areas of the Central Area. This is in contrast to community services and facilities which serve a local population and are actively encouraged to locate in Residence Areas. Where a general institutional use has existed on a Central Area residentially-designated site prior to March, 1979, Council can pass by-laws to permit the use at the density which existed on March 31, 1979. The institution may also apply to Council for a Zoning By-law amendment to permit an expansion in a Residence Area of the Central Area.

Under Section 1A.36 of the existing Official Plan, Council would consider an institutional expansion in a Residence Area up to the maximum gross floor area permitted for residential uses after considering the impact upon the adjacent area with respect to: traffic, noise, parking, compatibility of the heights and built form, availability of parks for workers and residents in the area, the availability of land for housing in the area, and whether the institution would be intruding into an existing area of housing.

In residential neighbourhoods within the Central Area such as the Annex, there are dozens of institutions which co-exist well with the residents of the area. However, in order to preserve needed housing stock and to prevent the residential flavour of the area from being lost, it is recommended that new general institutions serving broader areas be prohibited from locating in Residence Areas and that they be directed to commercial and mixed-use districts on arterial streets where greater visibility and transit access is available. We are, therefore, recommending that Section 1A.36 of the existing Plan be retained.

7.6.3.13
Studying the Establishment of General Institutional Uses in Residential Areas Outside of the Central Area

In Residence Areas outside of the Central Area, residential uses are permitted. Residential uses are defined under Section 10.36 of the Plan as including: "hospitals, museums, art galleries, private clubs and home occupations, and offices of professional persons, business administrative offices and offices of non-profit organizations of a religious, educational, recreational, fraternal or philanthropic nature". Of course, these are generally permitted only in high density residential districts in the implementing zoning by-law. We are suggesting that the Commissioner of Planning and Development study the appropriate institutional policy for Residence Areas outside of the Central Area to determine whether general institutional uses should be restricted in the Official Plan to high density residential, commercial and mixed commercial-residential districts.

It is a substantial piece of work to review the question of institutions in Residence Areas on a City-wide basis. However, there are a number of questions which arise from the existing situation. Do we really wish to see new hospitals, museums and other major institutions permitted to locate in Low Density Residence Areas in compliance with the use provisions of the Official Plan? Should such institutions be restricted to commercial districts and mixed commercial-residential districts? We are, therefore, suggesting that these questions be studied and a report be submitted to Council on the matter.

7.6.4
FURTHER ACTIONS

The actions described below do not constitute proposed Official Plan statements, but are necessary in order to follow up on some of the important policy proposals in this chapter.

- It is recommended that the Commissioner of Planning and Development work with the University of Toronto and Ryerson Polytechnical Institute to prepare Part II plans for the University Areas for submission to Council.

- It is recommended that the Commissioner of Planning and Development study institutional policy for Residence Areas outside of the Central Area and submit a report to Council on the matter.

The policies proposed in this chapter address the City's future approach to institutions of higher learning, hospitals and Provincial offices and services, many of which are located in the Central Area. These institutions thrive on the synergy that exists within such concentrations and add to the vibrancy and diversity of the Central Area. The Cityplan '91 proposals recommend that the districts in which these institutions are located be better defined, and that current Official Plan policies regarding expansion and location of new facilities be sharpened and clarified.

7.7
ARTS POLICIES

"The arts are the soul of the City ... "

Cityplan '91 Task Force

"But imagine a city without playwrights or musicians. Imagine a country without actors or directors. Imagine a world without theatre. Well, I for one, wouldn't want to – couldn't – live in such a city, in such a country, in such a world."

Tomson Highway
World Theatre Day Message, 1991

Toronto is, and has always been, one of Canada's major cultural centres. The arts are important not only because they nourish and reflect the human spirit, but also because they form a significant part of the City's economic well-being. Despite their importance, Toronto's artists have experienced tremendous difficulties in recent years, as Toronto has become an increasingly expensive place to live and work. Many artists have already moved away, and others are being forced to consider a move in the near future ... unless the City can devise ways to alleviate their difficulties. As writer and cultural critic Robert Fulford reminded the Cityplan '91 Forum, "City life depends on the arts ... Politicians organize a city, but it's artists who create a city's identity. Business keeps a city alive, but the arts give it a reason for living." It is appropriate, therefore, that, for the first time in its history, the City is including arts policies in its Official Plan.

7.7.1
SUMMARY

Arts flourish in an urban setting. The city is the natural home of the arts because it is in the city that artist meets artist and art meets audience. But the arts need assistance. They don't prosper on their own.

A comprehensive set of arts principles and goals to be included in the 1991 Official Plan has been prepared and is described in *Cityplan '91 Background Report No. 11: Arts and Cityplan '91*. The policies:

- seek to improve access to the arts for all neighbourhoods and communities within the City;

- promote artistic creativity and excellence;

- recommend expansion of funding for individual artists;

- encourage more opportunities for artists' living and working spaces;

- support greater funding of arts groups;

- suggest measures to protect, develop and augment arts facilities in the City; and

- encourage increased opportunities for quality arts education.

These principles and goals should be viewed as a first step towards developing a comprehensive arts strategy for the City of Toronto. Their basic premise is that the City of Toronto should not only continue, but should increase, its support for the arts because the arts are fundamental to the quality of life and the economy of the City.

Encouraging the creation of an infrastructure of cultural venues and facilities is one of the most important ways in which the City can support the arts. In this Plan, we introduce a definition for cultural facilities, clearly linked to existing Official Plan statements which allow cultural facilities to be exempted from the density calculation in development. The fact that the existing Official Plan lacks such a definition has often created confusion concerning what policies should apply to various types of cultural facilities.

For many reasons, we are recommending that site specific bonusing should be avoided. A reasonable alternative is to secure important cultural facilities through a wider area planning study (such as a Part II Plan) which would specify area-wide objectives in special circumstances, such as the Theatre Block.

Finally, we have identified important new directions for the City's public art program; an area of cultural policy which can be fully developed within the context of Cityplan '91. This policy would:

- expand the one percent for public art policy to all development proposals exceeding 20 000 square metres gross floor area, except for social housing projects;

- require that developments with over 25 000 square metres of gross floor area provide 25 percent of the one percent allocation as a cash contribution to the Municipal Public Art Development Fund;

- increase City funding for public art to one percent of the City's annual capital budget;

- undertake a comprehensive Municipal Public Art Plan;

- explore ways to involve artists from the beginning in planning public art for new development and capital projects;

- document the City's public art collection;

- develop a conservation program for the City's public art;

- establish a program to educate and inform artists and the general public about public art in the City; and

- organize a donor program for public art consistent with the Municipal Public Art Plan.

"Business keeps a city alive, but the arts give it a reason for living..." *Robert Fulford*

7.7.2
BACKGROUND

Torontonians place a high value on the artistic and cultural activity that thrives in the Central City. Arts and culture was mentioned most frequently by respondents to the Cityplan '91 survey, as the aspect of living in Toronto that they liked best. Fully 22 percent of respondents to this open-ended questionnaire spontaneously identified some aspect of arts and culture as the most positive feature of life in Toronto.

Although the Official Plan cannot directly change the lives of our struggling artists, it can provide a framework to guide future City actions toward creating a supportive environment for the arts. We are, therefore, proposing, in this chapter, to significantly expand the arts policies contained in the existing Plan.

Generally, the 1976 Official Plan identified the need to provide space and facilities for the arts in order to create a culturally vital, visually appealing City. More specifically, it recommended:

i) Expansion of the St. Lawrence Centre. This may begin happening in the future if the Centre is able to acquire work and office space in the new Prudential Building to the south of the Centre.

ii) A centre for the contemporary visual arts located somewhere near OCA and AGO. This has yet to happen, and is still considered a valid need.

iii) Provision of accommodation for music, theatre and visual arts as part of downtown commercial development. This led to such specific projects as the short-lived small theatre in First Canadian Place, the proposed Design Exchange in the old Stock Exchange redevelopment and the Textile Museum in the new Chestnut Park Complex.

iv) A new downtown Toronto location for the English-language headquarters of the CBC. This aim has been accomplished.

After consultation with people working in many different areas of the arts and culture and a review of many arts reports, we are proposing that Cityplan '91 recognize the arts as an integral component of city living.

The City has a responsibility that goes far beyond providing cultural facilities. It has a responsibility to serve the ennobling needs of people by improving the quality of their lives. The City must see that its citizens receive the best in arts and culture.

The following directions reflect this basic change in emphasis.

7.7.3
DIRECTIONS

7.7.3.1
Recognizing the Importance of the Arts in Toronto

Recommended Official Plan Policy

296 It is the policy of Council to ensure that all neighbourhoods and communities within the City have access to arts programs and services by:

i) ensuring that City financial assistance for the arts is distributed fairly and efficiently based on consultation with the arts community;

ii) recognizing and promoting the fact that the strength of the arts in Toronto comes from the culturally diverse expressions of its peoples; and

iii) supporting an increased awareness of the arts among citizens.

Scene from "Dry Lips Oughta Move to Kapuskasing" by Tomson Highway, performed by the Native Earth Performing Arts Company. The arts in Toronto express the origins of our citizens.

Explanation

The importance of arts opportunities to the quality of life for residents of the City of Toronto is significant. For example, according to the 1988 Environics Study entitled *The Arts and the Quality of Life in The City*, 59 percent of Toronto residents feel that arts and culture "contribute a great deal" to the quality of life in Toronto and 65 percent feel that it is "very important" for the City to provide support to arts and cultural opportunities.

The City of Toronto can play an important role in meeting the expectations of its citizens by making arts resources accessible and distributing them fairly to all Torontonians, to ensure the continued vital contributions to City life of all segments of our diverse culture. Unfortunately, this fundamental principle of universality has not always been normal in the arts. In the past, the arts have too often been perceived as the exclusive pastime of the affluent and predominant cultural group within the City.

Recommended Official Plan Policy

297 It is the policy of Council to promote a high level of creativity and excellence in the arts by supporting the process of arm's length peer evaluation of artist-initiated activities by appropriate City agencies and commissions.

Explanation

The arts, by their very nature, embody the concepts of independence and artistic freedom. It is imperative that the relationship the City establishes with the arts community respects and enhances these characteristics. A strategy for arts support must recognize the goals of excellence, creativity and individual development of artists and the validity of arm's length peer evaluation as the most appropriate basis for funding, given the financial and non-financial constraints affecting the City.

The City should continue its exemplary tradition of funding arts organizations and individual artists based on independent judgments of artistic merit. This can be enhanced by increased reliance on such agencies as the Toronto Arts Council and the Public Arts Commission for advice on an array of artistic matters. In discussion, artists have generally approved the manner in which these agencies have represented the arts community in the past.

Recommended Official Plan Policy

298 It is the policy of Council to expand its support of the arts by:

i) considering new funding opportunities for individual artists;

ii) actively participating in the creation and maintenance of non-profit live/work and work space opportunities for artists; and

iii) increasing opportunities for artists live/work space through zoning changes subject to the policies of this Plan and considering placing such space in publicly and privately planned developments.

Explanation

Bringing art out of the galleries and into the streets and neighbourhoods

Toronto has a large and adaptable community of artists. In 1985, *Cultural Capital* estimated that more than 100,000 persons earn some or all of their income in the Toronto Region from the arts or arts-related work in industry.

Unfortunately, most artists do not earn a decent income from their work, even when the work is accepted, used and marketed. The recently published report by Social Data Research Ltd. entitled *Housing and Work Space Needs of Toronto's Artists and Artisans*, found that 300 randomly selected artists:

- Averaged total personal gross income before taxes of $23,723;
- made, on average, $11,771 gross income from their art work; and
- averaged a total net income of $13,514 after subtracting art-related expenses such as materials, self promotion and work space.

Artists' low incomes combined with speculative pressures associated with residential and commercial gentrification and other development has created a shortage of affordable work space in the City of Toronto that is reaching crisis proportions. As a result, Toronto is in serious damage of losing the creative "critical mass" of individual artists, whose clustering downtown gives Toronto its unique diversity and artistic texture. Many of our promising and productive creative artists have already left the City in significant numbers. Two-thirds of the artists surveyed in the above study were able to mention at least one artist whom they had known personally who had moved out of the City within the last year because of work space problems.

Recommended Official Plan Policy

299 It is the policy of Council to provide and encourage greater funding support for the arts by:

i) considering increasing its cash grants to not-for-profit arts organizations;

ii) encouraging higher levels of government to not only continue to contribute, but also increase their contributions to the arts; and

iii) encouraging greater interest in supporting the arts on the part of the private sector.

Explanation

Toronto's non-profit arts organizations, like their counterparts across Canada, are subject to financial difficulties primarily resulting from chronic underfunding. Despite a history within the non-profit arts sector of frugal financial management, subsidized substantially by chronically low artists' wages, the financial squeeze on our arts community has been documented in report after report. Ironically, Toronto's economic success during the 1980s is largely responsible for the revenue gap because of the impact of rising real estate values on rental rates and the high cost of living.

One possible method to address this financial gap is to pass the costs on to the consumer, but the admission prices to many arts activities are already perceived as too high by low- and moderate- income groups. Higher admission prices will likely mean diminished accessibility to the arts for the general population. Another way of lessening the gap would be to reduce artistic production. Unfortunately, artistic excellence, innovation and output are often sacrificed in pursuing this course, with the net result that accessibility to the arts is further diminished. In this policy proposal, therefore, we are recommending that Council not just acknowledge its own important role in financially supporting artists, but also assume a strong advocacy role with senior governments on behalf of the arts.

Recommended Official Plan Policy

300 It is the policy of Council to take measures to protect, develop and augment arts facilities, especially for emerging artists and small to mid-sized arts organizations by:

i) pursuing support measures such as tax remissions, tax grants and rental forgiveness;

ii) encouraging new facilities required by the arts community on the basis of research establishing specific facility requirements;

iii) discouraging new development which results in a significant net reduction in the number and quality of arts facilities;

iv) promoting further acquisition of arts facilities through the broadest possible spectrum of funding sources;

v) continuing and augmenting the cultural facilities support fund; and

vi) increasing access to City-owned facilities by arts organizations.

Explanation

Art mirrors life in the Financial District.

The success of a city's artistic life is interwoven with the quantity and quality of theatres, galleries, museums, and all other venues used for producing and presenting the arts. Toronto has over 50 theatres and concert halls totalling over 40,000 seats, 27 museums and 80 to 100 private and public art galleries. The vast majority of these facilities are located within the Central Area.

Unfortunately, according to *Cultural Capital, No Vacancy* and other recent reports, this cultural infrastructure is being fragmented. The pressures of escalating rents have not only affected individual artists and their work spaces, they have also negatively impacted upon producing and exhibiting organizations who need production, exhibition, rehearsal, storage and administrative space. Particularly susceptible are arts organizations in leased buildings who have experienced repeated rent increases well beyond their limited financial resources. Affordable arts facility spaces are becoming increasingly rare.

Historically, City Council has shown support and sensitivity in responding to the need for cultural facilities, albeit in an ad hoc fashion. By recently accepting and acting on the *No Vacancy* report, City Council has taken the first step toward dealing with cultural facilities on a consistent policy basis. The Cultural Facilities Working Group established by City Council in 1990 will soon be recommending measures to implement the cultural facility policy vision described so well in *No Vacancy*. Key aspects of the work program include:

i) A cultural facilities support grants fund with an annual budget to date of $1 million dollars. Grants are used by eligible small- and medium-sized organizations to purchase an existing building, to acquire land, to reconstruct a building, or to renovate owned or leased premises, subject to a number of qualifications.

ii) Tax remissions and tax grants and rental forgiveness for City-owned facilities.

iii) Reviewing the possibility for artists to use available premises owned by the City or other levels of government, in order to maximize their use in the future.

iv) A review of current planning practices and the provision of various arts facilities. The City has been able to help some cultural organizations develop new facilities through the use of Section 36 of The Planning Act. In general, we are recommending throughout this report that the City discontinue the practice of bonusing to achieve its public objectives. We must ask ourselves, however, what alternative means there are to achieve the same results.

v) A review of whatever means are available including Official Plan provisions which could help mitigate the loss of cultural facilities due to development and redevelopment.

We should note that the arts community has stated that it does not wish to receive benefits based on negotiated site specific developments which are not otherwise in the best interests of the City. This corresponds to our own general conclusions on bonusing.

Recommended Official Plan Policy:

301 It is the policy of Council to increase opportunities for quality arts education by:

i) advocating for arts education opportunities for all residents;

ii) strengthening ties among artists, educators and others responsible for arts curricula; and

iii) promoting increased participation of artists in arts education programs.

Explanation

One of the most important ways to nourish the human spirit is to increase support and understanding of the arts through education. Every individual should have the opportunity to create and learn about the arts. We applaud both the Toronto Board of Education and the Toronto Separate School Board for their recognition of the importance of arts education and urge them to enhance their curriculum by increasing the participation of artists.

7.7.3.2
Cultural Facilities Should Be Defined and Linked to Existing Density Exemptions

Recommended Official Plan Policies

302 It is the policy of Council to adopt a new Official Plan definition for cultural facilities, as follows:

"the term **cultural facilities** or **arts facilities** means, not-for-profit performing or visual arts facilities accessible to the public, such as public art galleries, public museums, and public performing arts facilities."

Explanation

The existing Official Plan has no specific definition for cultural facilities. Instead, cultural facilities are included under the definition for general institutions and community services and facilities. In practice, this distinction has never been meaningful and has created confusion. We are, therefore, proposing to introduce a new separate and distinct definition for "cultural facilities or arts facilities" as described in the statement above.

In the existing Official Plan, density exemptions are included for buildings which incorporate community services and facilities. These density exemptions have had limited but valid use over the last 12 years, and it would be appropriate to continue to provide for similar opportunities in the future. Chapter 7.3 of this report discusses the community services and facilities density exemption further, and recommends that the policy apply to both community services and facilities and "cultural facilities or arts facilities".

7.7.3.3
Official Plan Amendments Involving Space for Cultural Facilities

Recommended Official Plan Policy

303 It is the policy of Council to consider polices regarding opportunities to secure major **cultural facilities** or **arts facilities** within the context of a Part II process that specifies area wide objectives.

Explanation

There have been a number of site specific Official Plan amendments which have involved providing space for cultural uses. An example was the Canadian Museum for Carpet and Textiles in the mixed-use development at 108 Chestnut Street. In this instance, the Official Plan Amendment provided increased residential density in return for rent-free space in perpetuity for the museum. In addition, the floor area of the museum was exempted from the calculation of density in accordance with the community services and facilities provisions. This arrangement was secured by an agreement under Section 36 of the Planning Act.

Continuing to secure cultural facilities through such a process raises a number of serious questions:

1) Is it appropriate to leave the process of determining public priorities and objectives to private development?

2) To what extent is the private sector motivated to provide facilities most needed by the City in an optimum location?

3) Will site specific policies for cultural facilities in the absence of an overall framework generate friction between the proponent and various arts and culture groups?

In addition, we have already pointed out that the arts community does not wish to receive benefits based on negotiated site specific developments which are not otherwise in the best interests of the City.

A plausible alternative to the site specific approach is to secure cultural facilities through an area-wide planning process within a framework that identifies area-wide objectives. The Theatre Block on Yonge Street has proven that such an approach can be used successfully.

7.7.3.4
Increasing Commitment to Public Art

Recommended Official Plan Policies

304 It is the policy of Council to increase its commitment to public art by:

i) undertaking a comprehensive Municipal Public Art Plan;

ii) exploring ways to involve artists from the beginning in planning public art for new development and capital projects;

iii) documenting the City's public art collection;

iv) developing a conservation program for the City's public art;

v) establishing a program to educate and inform artists and the public about public art in the City; and

vi) organizing a donor program for public art consistent with the Municipal Public Art Plan.

305 It is the policy of Council to enhance **funding** of public art by:

i) seeking legislation to authorize applying the one percent for public art policy to all development proposals exceeding 20 000 square metres of **gross floor area** including as of right development, except for **social housing** projects;

ii) seeking legislation to require that developments in excess of 25 000 square metres of **gross floor area**, provide 25 percent of the one percent allocation as a cash contribution to the Municipal Public Art Development Fund, to be used for the purpose of supporting public art on a City-wide basis, as described in the Municipal Public Art Plan; and

iii) increasing City funding for public art to one percent of the annual capital budget.

"The one percent solution" proposes devoting one percent of the building cost of major new developments to fund public art in the City.

Explanation

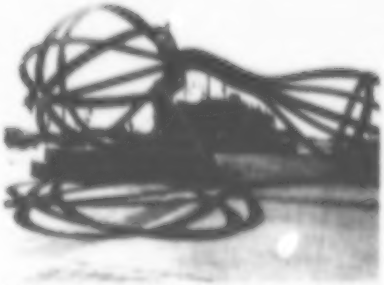
The City of Toronto has been actively engaged in public art activities since 1981 when City Council approved the formation of an Art Selection Committee. In 1985 this Selection Committee became the present "Public Art Commission". From 1985 to 1987 Council adopted a series of public art policies, most notably the policies which committed Civic funds and resources to a public art program, and most recently a one percent for Public Art program which secured a contribution from private development to public art.

The public art program has evolved over the years. The City can now boast of a number of important public art pieces which enhance its public spaces, including the Chinese Railway Workers Monument by Eldon Garnet near the SkyDome, and Richard Deacon's, "Between the Eyes" at the foot of Yonge Street. For the program to continue to meet the challenges of the future, we are proposing that public art policies be included in the new Official Plan. The policies are intended to support and improve the City's ongoing commitment to public art.

These public art policies were based on *Cityplan '91 Background Report No. 20: Public Art Policy Study* prepared as one of the Cityplan series by Patricia Fuller and Associates. The study looks at the evolution of programs and structures for implementing public art policy, evaluates their effectiveness, and suggests means of better achieving their considerable potential.

A comprehensive public art plan would take stock of projected patterns of development and seek to guide decision making about allocating the City's public art resources with a long-term and City-wide view. Further, it would provide a means of integrating initiatives by the City with those of other public and private agencies.

In the past, artists have successfully participated in the planning stages of large-scale public art programs for public sites, and have forged successful collaborations with architects, site planners, engineers and other design professionals. Early involvement in the site planning process allows for a wider range of options for successfully



A Municipal Public Art Plan will map out key sites for the placement of public art.

integrating public art within the public realm. Our recommended Official Plan policy would regularize this collaboration.

A comprehensive inventory of public art in the City would make this resource accessible to the public and would provide citizens with information on the various works and their locations. It would also provide the base information for assessing the City's public art conservation and restoration needs.

Long-term care and maintenance is the key to protecting the City's considerable and growing investment in public art. Current responsibilities are fragmented and inadequate, and a comprehensive conservation program for the City's public art needs to be designed, funded and implemented.

An education and information program about public art in the City should include communicating with the arts community about program activities and with the local, national and international community. The program should seek to deepen public understanding of contemporary art and the role of the artist in the public realm.

The City also needs to respond more flexibly to donors prepared to sponsor the commissioning of public art works for specific sites. The donation of truly worthy and exceptional works of art, consistent with the Municipal Public Art Plan, should be encouraged.

The current one percent for public art program has been applied on an ad hoc basis through rezonings. Where the program was applied, developers were required to donate one percent of the gross construction costs of major private developments for public art under "certain circumstances". The problem is that "major development" and "certain circumstances" have never been defined. The proposed Official Plan one percent for public art policy would require public art contributions for all development that exceeds 20 000 square metres. For developments over 25 000 square metres, 25 percent of the one percent allocation would be contributed to the Municipal Public Art Development Fund to be used on a City-wide basis as described in the Municipal Public Art Plan. These thresholds were chosen after reviewing past development and in view of funds needed to commission worthwhile on-site public art. In order to implement this requirement, the City will need to seek legislative authority from the Province.

Increasing City funding for public art to one percent of the annual capital budget would establish a realistic level for capital projects, although still moderate in comparison to capital programs elsewhere in North America. It would also demonstrate that Council is willing to match its expectation of private sector contributions with its own financial commitment.

7.7.4
OVERVIEW

Throughout history, cities have provided fertile ground for the development of the arts both as sanctuaries and incubators for new art forms. The arts, in turn, have enriched city life tremendously. They are what draws people to cities and what people remember and value about cities.

If the City is to reach its full potential as an artistic centre in the Region, nation and world, it must nurture and support its arts. And it must also define a clear role to play with respect to the arts, given the contributions of other levels of government and the private sector. The Cityplan '91 arts principles have been formulated with this in mind, and hopefully, have provided a cogent and sensible approach in support of the arts.

7.8
MAIN STREETS

"Main streets are the bones that make up the skeleton of the City. They have much to do with the City's personality."

Jane Jacobs,
Housing on Main Streets Forum

7.8.1
SUMMARY

Toronto has a rich heritage in its main streets. The City grew by the annexation of independent villages, each of which had its own shopping streets where merchants lived above their stores, and served the surrounding residential communities. As they were annexed, the main streets joined to form the linear pattern of narrow buildings with stores at ground level and housing or offices above. Today many of the City's main streets display vestiges of that earlier era, while others have changed to reflect and serve newer populations that have come to live in Toronto from around the world.

Main streets are a vital part of our City: they help identify a neighbourhood, provide for the daily needs of the surrounding community and offer an opportunity for casual social contact with our neighbours and friends.

If Toronto is to remain a "City of Neighbourhoods" it is essential that its local main streets remain healthy and vibrant. To do this they must retain a strong retail component and attract pedestrians throughout the day and evening.

Over the past two years, the City has embarked on a planning initiative to strengthen its main streets and to build more housing above the stores. Encouraging more housing above stores on main streets will not only provide new units suitable for small households, but will also contribute to the economic and social well-being of the street. More people living on main streets will provide more customers for the merchants, as well as contribute to an active street life.

The Housing on Main Streets initiative is examining ways in which Council can encourage property owners to build housing on our main streets. New Official Plan policies and simplified zoning regulations will be necessary if housing on main streets is to become a reality. The following chapter outlines the direction of this study and proposed Official Plan statements.

7.8.2
BACKGROUND

7.8.2.1
History

The geographic boundaries that today define Toronto are the result of the gradual annexation of independent villages that began with Yorkville in 1883 and continued to 1967 with Forest Hill and Swansea. Present day retail strips can be viewed as a series of small town main streets, extending across the City.

Today, main streets typically comprise two- to three-storey buildings on lots with narrow frontages which contain stores at grade with residential or office uses above. They contain the day-to-day retail and service needs of the surrounding residential community. In addition to providing services for local residents, many main streets also have regional appeal, either because of their unique character or because the retail and service component caters to particular population groups that live beyond the immediate neighbour-hood. Besides stores, main streets also contain small- scale apartment buildings or single-family homes.

Main streets are identified on Map 7.6. Those streets which have been the subject of Part II or neighbourhood Official Plans now have an Official Plan designation of Low Density Mixed Commercial-Residential Area. The remainder are designated as Low Density Residence Areas in the existing Part I Official Plan and are also identified as Areas of Permissible Commercial Use.

Those familiar with the City will realize that many streets which are commonly thought of as mixed commercial-residential streets are not on Map 7.6. For the purposes of this discussion, main streets refer only to those streets outside the Central Core that form a linear pattern, are on an arterial or major road, have a significant retail component, and have overall heights of generally between two and five storeys.

During the past two years, as part of the Housing on Main Streets initiative, studies have been conducted of the parking needs of people who live on main streets, the economics of constructing this type of mixed-use building have been analysed, and a competition for architects has been held to demonstrate innovative ways of implementing the main streets idea. The ideas generated from the competition have been analysed and various ways of applying a new zoning system are currently being reviewed.

Meetings have also been held with ratepayer and residents' groups. Three open houses have provided an opportunity for the community to hear about, and discuss, the "Main Streets" concept. As well, two public forums have been held to discuss the potential for housing on main streets as well as the design opportunities and constraints represented by this type of mixed-use development.

7.8.2.2
Why More Housing on Main Streets?

More residents will add vitality to our main streets and provide "eyes on the street" for greater public safety.

Toronto's main streets offer a unique opportunity to provide additional housing that responds to the demographic trend in the City towards smaller households. The main streets approach of housing intensification as a means of accommodating growth has numerous advantages:

- It will accommodate growth in a manner that maximizes the efficient use of land, thereby relieving pressure for redevelopment on the City's single-family neighbourhoods. It will also provide an alternative to the proliferation of sprawling suburban areas which, as described in Chapter 3.2., represents a wasteful and inefficient way to build cities.

- It will provide an incremental approach for accommodating growth. Not every main street property will be renovated or redeveloped, and the redevelopment is likely to take place over an extended period of time. As a result, change will happen gradually without threatening the street or the neighbourhood.

- It will provide an opportunity to upgrade the physical environment by replacing vacant lots, automobile-related uses and unsightly single-storey plaza-like developments with more attractive buildings.

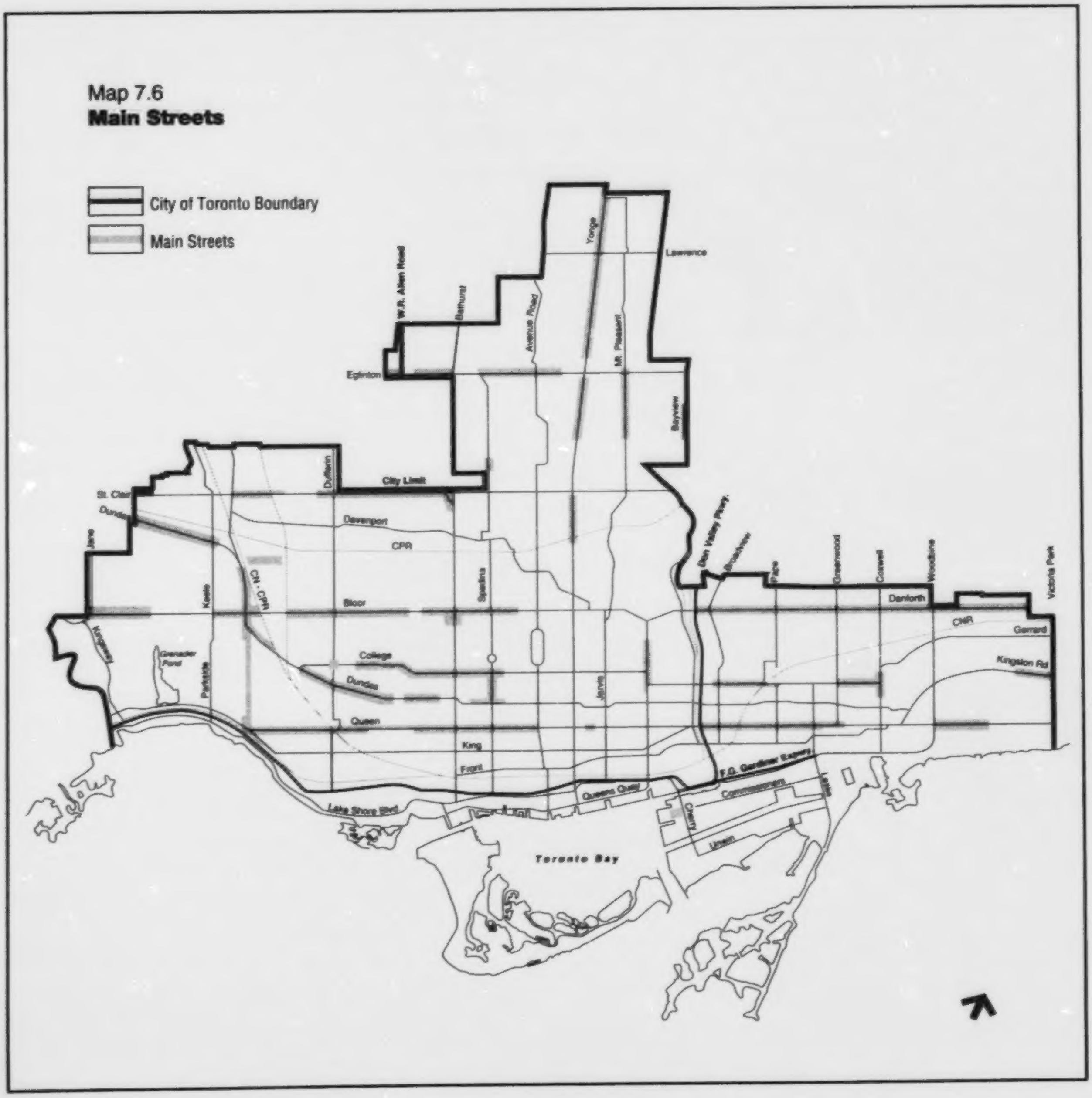
- Increased residential population will add life and vitality to main streets, will help to make them a focal point for the surrounding community, and will contribute to healthy retail strips by adding potential customers.

- More people living and shopping on main streets will make them safer as there will be more "eyes on the street". Residents looking out of their windows and walking about doing their chores often become part of an informal surveillance arrangement in the neighbourhood.

- It will take advantage of streetcars and other forms of excellent public transit as well as community services such as libraries and recreation centres which are already in place on main streets.

- It will provide a lifestyle choice that is not car-dependent.

In order to achieve all the benefits of intensifying main streets, policies will have to reflect the underlying premise that the existing character of narrow frontages, moderate heights, diversity of retail uses at ground level and an inviting pedestrian environment are desirable and must be maintained and enhanced. Main streets must retain their neighbourhood ambience and focus. They must also be redeveloped in a way that respects adjacent neighbourhoods and complements buildings and groups of buildings of historic significance.



Map 7.6

Main Streets

City of Toronto Boundary
Main Streets
Lawrence
Yonge
W.R. Allen Road
Bathurst
Avenue Road
Mt. Pleasant
Eglinton
Bayview
City Limit
Dufferin
St. Clair
Dundas
Davenport
CPR
Jane
Keele
CN - CPR
Spadina
Bloor
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
Danforth
CNR
Gerrard
Kingston Rd
Grenadier Pond
Parkside
College
Dundas
Jarvis
Queen
King
Front
F.G. Gardiner Expwy.
Queens Quay
Commissioners
Leslie
Cherry
Unwin
Lake Shore Blvd.
Toronto Bay

7.8.2.3
Current Issues

Existing policies for main streets outside the Central Core vary significantly, depending on whether or not they have been subject to a Part II Plan. As indicated earlier, those streets not included in Part II Plans have a "Low Density Residence Area" designation in the existing Part I Official Plan. However, these streets are also identified as "Areas of Permissible Commercial Use". This designation allows commercial density up to three times the area of the lot, but permits a residential density of only 1.2 times the lot area. A mixed-use commercial-residential building is permitted, but the height is limited to three storeys. With these restrictions on height and the allocation of more density to the commercial portion as compared to the residential portion, the achievable density for a mixed-use building is just over two times the lot area. As a result of this built-in bias in favour of more commercial space, the "Areas of Permissible Commercial Use" designation is no longer suitable for main streets and should be removed and replaced with a "Main Streets" designation.

Over the past 15 years, many Neighbourhood Part II Plans were completed. They recognized the value of encouraging more housing on main streets by redesignating them to Low Density Mixed Commercial-Residential Areas in the Part II Plan. In addition, a new "CR" zoning category was introduced that removed the commercial advantage of the old "C" zoning.

While these new designations removed the bias in favour of commercial uses found in the Part I Official Plan policies, the amount of housing that has been built over the years on streets designated Low Density Mixed Commercial-Residential Areas has been disappointing. Thus, we are proposing that a new Official Plan designation, called "Main Streets", be introduced and that new policies be established to explicitly encourage residential uses above retail.

Because "Main Streets" contain a variety of office, retail, and residential uses and, to a lesser degree, some institutional uses, many of the policies contained in Chapter 7 will be relevant to "Main Streets". They will not be repeated here, but where there is an overlap such policies will be incorporated into the final report on "Main Streets".

For example, although housing will be encouraged on "Main Streets", maintaining the health and vibrancy of retail strips is also an essential public policy objective. Therefore, the policies outlined in Chapter 7.5.3.6 dealing with Traditional Shopping Streets, should also be applied to "Main Streets" as well. Similarly, policies relating to office development, housing and community services will be integrated into the final report on "Main Streets".

The final implementation policies for "Main Streets" will be contained in a series of reports to Council proposing amendments to the Official Plan and Zoning By-Law. Initial recommendations may be brought forward prior to the final Cityplan '91 recommendations report. However, when Cityplan policies have been finalized, all of the "Main Streets" recommendations will be integrated with the Cityplan '91 report.

New housing on main streets can provide residential growth in our neighbourhoods without redeveloping our low density residential streets.

7.8.3
DIRECTIONS

7.8.3.1
Planning Principles for Main Streets

As work on main streets has proceeded, several planning principles have emerged that will guide the development of policies:

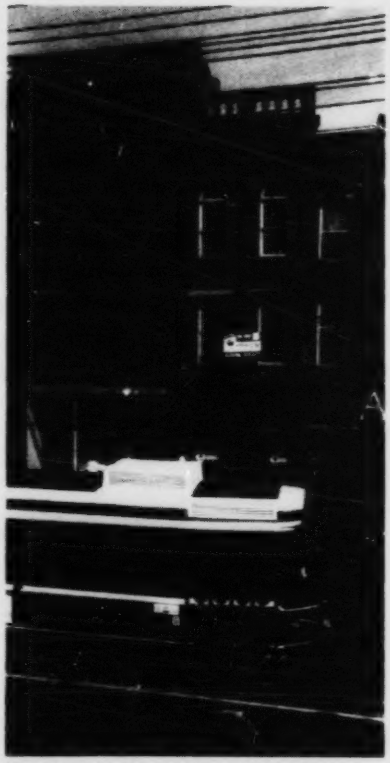
- Future development on "Main Streets" should enhance both the street and the adjacent community. The many properties on main streets that are underutilized and ripe for redevelopment should contribute positively, to enriching the neighbourhood fabric once they are redeveloped.

- "Main Streets" will provide a housing choice for a diversity of people at various stages in their lives. Housing on main streets will generally be moderate in size and not of the "luxury condominium" type. Therefore, it should appeal to young singles, single parent families, childless couples, empty nesters, and the elderly – people who have not been adequately provided for in recent years by the market.

- The vast majority of main street properties have a frontage of 12 metres or less. This small scale should be encouraged and assembly of adjacent properties discour-aged in order to maintain the existing pattern of development.

- The car should not dictate planning policies. Because public transportation is readily accessible along Toronto's main streets, the basis for devising parking policies for main streets should not rely solely on past and possibly outdated assessments of parking need. Our studies have shown that the cost of providing parking is the single greatest deterrent to redevelopment along main streets. Here is an opportunity to place greater emphasis on environmental considerations and reduce parking requirements, thus offering an affordable choice for people who do not want a car-oriented lifestyle.

- Rules should be simplified. A complicated approval process is costly in terms of time, effort and money. Policies and zoning regulations, therefore, must be straightforward and easily understood, so that applying them is a direct and simple process.



Main streets housing, with transit just outside the door, suits the large number of City households that do not own cars.

7.8.3.2
Planning Policies for Main Streets

The following preliminary recommended Official Plan statements reflect a policy direction that encourages housing rather than office commercial uses. These will provide the basis for amending and simplifying the Zoning By-law.

The policies for "Main Streets" incorporate objectives for both residential and commercial uses. Thus, there is some repetition with respect to the general intent of other policies outlined in this chapter and in Chapter 5.5 on "Neighbourhoods".

Recommended Official Plan Policies

306 "**Main Streets**" are major streets with mixed commercial and residential uses, with a predominant character that consists of contiguous buildings of two to five storeys in height. "**Main Streets**" often serve as a focus for, and define the edges of, low density neighbourhoods. It is the policy of Council to encourage the addition of residential units on these streets as the primary location for intensification in low density neighbourhoods.

Explanation

Main streets offer the greatest potential for the provision of housing outside the Central Core in an unobtrusive incremental fashion, thereby helping to protect existing Low Density Residence Areas. By directing residential development to main streets, it may be possible to remove pressure from single-family residence areas.

Recommended Official Plan Policy

307 In developing policies to encourage housing on "**Main Streets**", Council will seek to achieve a high quality of life and physical environment for residents on "**Main Streets**" and for adjacent neighbourhoods. Specifically, Council will have regard for:

i) the impact of "**Main Streets**" development on built form as it affects the streetscape, including historically significant buildings, and its relationship to adjacent neighbourhoods;

ii) the capacity of the transit system to accommodate additional development and the impact of traffic and parking;

iii) the adequate provision of **community services and facilities** and physical infrastructure; and

iv) the adequate provision of **parks** and open space.

Explanation

Zoning By-law regulations defining building envelopes relating to height and setbacks for the front and rear of buildings will be established to guide the future evolution of development on the neighbourhood "Main Streets". The purpose of these standards is to protect and/or enhance the streetscape and pedestrian amenities at ground level along "Main Streets", as well as to protect adjacent single-family neighbourhoods. In addition, a maximum size of lot frontage will be established to ensure the continuity of existing development patterns. A maximum lot frontage should also help to protect groups of architecturally significant buildings.

As discussed earlier, people living on main streets have access to excellent public transit, which should help minimize dependency on the car. The majority of people living on main streets are likely to take public transit, walk or ride a bike to work. Therefore, an increase of people living on main streets should not unduly add to traffic on residential streets during rush hours.

The present parking standard of one space for every residential unit in the City's Zoning By-law will need to be reduced to encourage development along "Main Streets". This is in keeping with the recommendations of a parking study that was undertaken on main streets by a private consultant. In addition, on narrow lots where there is no rear lane and thus no possibility to provide parking, a parking exemption will be considered. The opportunity to provide housing on main streets should not be lost due to an inability to provide parking.

With the possibility of more people living on "Main Streets", the City and other governments must make a commitment to provide the services that allow for a healthy quality of life. These should include community services such as community centres, libraries, and parks as well as a public transit system that can comfortably accommodate additional passengers. Thus, a commitment to long term capital funding from the City may be necessary to realize the full housing potential on certain "Main Streets", particularly where under-serviced areas have been identified.

Recommended Official Plan Policy

308 It is the policy of Council to encourage innovative living spaces on "**Main Streets**" that are suitable **for a broad spectrum of the population, but particularly for single persons, childless couples, single parent families and the elderly. To achieve this objective, Council shall adopt built form standards that permit flexibility in design.**

Explanation

In order to realize the potential for more housing on "Main Streets", zoning controls will have to be both clearly stated and as simple as possible, while at the same time embracing sound planning principles. We are proposing that the zoning system be simplified so that the density of both commercial and residential uses be measured in terms of a floor space index (or the number of times the area of the lot can be multiplied to give a total floor space for the building on the lot). We will be proposing that the zoning system for "Main Streets" be modified in the same way as that proposed for Mixed-use Areas described in Chapter 8.

Through this simplified zoning system, we are hoping that innovation in building design will be encouraged. Finding ways to implement ideas such as providing courtyards, designing buildings which allow light and air to penetrate from two sides, and terraces and roof gardens, could provide the means for enhancing the liveability of main street housing.

We are hoping that these changes, together with the built form standards discussed earlier, will provide incentives to property owners, when redeveloping or renovating their properties, to consider including residential units in their plans.

7.8.4
OVERVIEW

In this chapter we are proposing that a new designation called "Main Streets" be introduced in the Official Plan. A preliminary identification of "Main Streets" is shown on Map 7.5. It would apply to those streets outside the Central Core that are major roads, form a linear pattern, have a significant retail component and overall heights of between two and five storeys. Planning policies for these streets would encourage residential units of various sizes and tenures to be built over stores. To this end, a reduction in parking requirements, and a re-evaluation of built form zoning standards are currently under review. The intention is to simplify and modify existing development regulations so that new mixed-use buildings of this type, and residential additions and renovations to existing buildings, can occur without being forced into a complex and costly approval process. At the same time, the gradual filling in of underutilized main street properties would enhance the physical and social environment of the main streets.

8

A New Regulatory System for Mixed-use Areas

> "The Task Force has also taken the perspective of asking 'how?' as well as 'how much?' where sizeable development is concerned ... As well as reviewing permitted development densities, we have emphasized the need for a revised plan to control the massing and heights of buildings in terms of light, wind and view impacts, and to consider the effects of development upon open space and street life."
>
> **Cityplan '91 Task Force**

Mixed-use developments like Market Square bring colour, life and safety to the City's downtown core.

Thanks in part to the 1976 Official Plan, people now live as well as work in mixed-use areas of Toronto's downtown, a trend that has been widely-supported and is reinforced by the policies contained in this report. Thanks also to the 1976 Official Plan, we find not only the "single-use" high-rise office buildings and apartment towers that began sprouting during the 1960s, but also a profusion of stores, restaurants, theatres, and other diverse activities along downtown streets. Together with the increased residential population, they bring colour, life and safety to the City's downtown core.

The "mixed-use" approach to City-building has been much appreciated by Torontonians, many of whom commented on the vitality of downtown streets, and the need to protect past successes. "I am a 'city' person. I love Toronto ... (But) I'm afraid that if we have too many more big office towers we'll lose downtown on the weekends. We need to keep the City alive all the time," one woman wrote on her Cityplan '91 survey form. "Safety comes in numbers," someone else responded in support of "Main Street" residential development, "The problems in many US cities is that downtown areas are ghost towns after 6 pm." Torontonians expect better for their City!

This chapter analyses the present land use regulatory system and proposes ways that it should be changed to provide the tools necessary to accomplish the planning objectives set out in this report. Much of the discussion is, of necessity, complicated, involving such things as calculating "densities" and defining various Official Plan categories. But the ultimate goals are readily understandable: to create a more straightforward, understandable regulatory system, and to provide the control mechanisms necessary to create and maintain a diverse, healthy, and vibrant downtown.

8.1
SUMMARY

This chapter proposes making changes to the City's present land use regulatory system for the "Mixed Commercial-Residential Areas" that were introduced in the 1976 Central Area Plan. The proposals are intended to lead to new Official Plan wording which will replace Sections 3.1 and 3.A of the current Official Plan, and will also eventually lead to new Zoning By-law provisions. However, this chapter does not recommend specific Official Plan policy statements, because it would be premature to express the ideas presented here as precise policy recommendations before they have been publicly discussed and their implications more thoroughly investigated.

The chapter does outline the approach and direction that these final policies should take, by:

i) establishing principles for a good land use regulatory system;

ii) analysing the strengths and weaknesses of the current regulatory system, particularly relating to the content and method of calculating "densities";

iii) describing new Official Plan designations to be applied in mixed-use areas;

iv) outlining changes that should be made to the Zoning By-law, including those provisions that deal with aspects of built form and recreation space; and

v) sketching out how other land use controls which will be used to implement the Official Plan, including Design Guidelines to be applied under Section 40 of the Planning Act.

The application of the new system to the Central Core is explained in Chapter 9.2, "A New Land Use Plan for the Central Core".

8.2
BACKGROUND

8.2.1
The Land Use Regulation System Introduced in the 1976 Central Area Plan

In order to encourage the construction of large amounts of new housing in areas previously designated for high density commercial development, the 1976 Central Area Plan introduced a new set of regulations to create and govern Mixed Commercial-Residential Areas. This new system of regulations differed from the system previously in place in a number of significant ways.

In the first place, pre-1976 planning controls generally segregated residential and commercial uses, on the assumption that these uses were incompatible, and that the regulations which governed commercial buildings were fundamentally different from those required to promote desirable residential development.

The 1976 system, in contrast, replaced the older "C", or exclusively commercial, districts in the Central Area with "CR" or mixed commercial-residential districts.

Second, the way residential development was controlled was fundamentally changed to limit the number of dwelling units in a building, rather than the floor area, with a related and dramatic increase in the amount of floor area that could be constructed on a given site. Instead, the floor area was controlled indirectly, through height limits and other built form controls.

Third, rather than requiring that a specific percentage of every building lot had to be left as "open space", the 1976 regulatory system introduced requirements for personal and shared recreation space which could be met inside a building. Exemptions, or bonuses, were established to promote the provision of community services in new mixed-use buildings, and requirements for local street-related uses were also introduced to ensure that these new high density urban neighbourhoods would be lively, friendly places which would successfully compete with family housing provided in low density suburban developments.

8.2.2
The Legacy of 1976: New Housing and New Problems

Prior to the 1976 Plan, residential development in Toronto was controlled by limiting the amount of floor area that could be included in any building in relation to the size of the lot on which the building was constructed. A "Floor Space Index" or "FSI" was applied through the Zoning By-law which controlled the intensity - or "density" - of development by limiting the floor space of any building to a multiple of the lot area - the ratio of building space to lot area is known as the "Floor Space Index".

Most low density residential neighbourhoods in the City have a maximum FSI of between .35 and 1.0 times the area of the lot. Even in higher density residential areas the highest residential FSI permitted by pre-1976 residential density limits was three times the lot area, which, through bonuses then available for large assemblies, could be increased to 4.735 times the lot area. In addition to these density limits, 50 percent of the lot had to be retained as open space. Other controls encouraged the construction of towers in higher density residence areas. Some residential projects were built at significantly higher densities (five to 12 times the lot area) in commercial districts through a loophole (no longer available) for "apartment hotels", but these were few in number and were not concentrated in any one area.

One advantage of the FSI system is its predictability. Officials and residents have a clear idea, in advance, of the amount of building that can be developed on any site. However, the FSI system did not either control the number of dwelling units which could be built within a particular FSI limit, or predict the demands of those units on existing services.

While not knowing the number of units possible under a given FSI limit makes it more difficult to monitor population growth and the need for services, the FSI system does permit developers to respond to market shifts relating to unit size. Furthermore, it is a relatively simple concept to understand, use, and explain to the industry and the general public.

The 1976 Plan for the Central Area of the City introduced a new mixed-use "CR" classification to replace the old "C" districts. In the mixed-use areas, residential density was to be controlled by a units per acre (UPA), or (later) units per hectare (UPH) system. (The FSI system was retained for the purely residential zoning districts.) The UPH system as applied in CR Districts placed no direct limit on the floor area of residential development.

The rationale for the UPH system was that the number of units per given area of land has a more important effect on housing quality and user needs than the FSI control, which was concerned only with the external building envelope.

In addition, the new UPH approach was intended to remove the "penalty" imposed on developments which utilized permitted floor space to provide larger, family-sized units with additional shared spaces within the development. Furthermore, since the CR districts had previously been C zones where densities were as high as 12 times the lot area, it was not considered necessary or appropriate to limit the building bulk to the extent it had been limited in the residential areas. However, some indirect controls on building bulk were achieved by height limits, residential setbacks and building code requirements respecting windows.

A further characteristic of the UPH system is that it requires the use of a mathematical formula to mix residential and commercial density that is somewhat more difficult to use than the more straight-forward FSI ratio.

Instead of requiring open space, CR zoning districts require "recreation space" which can take the form of shared indoor facilities like swimming pools or meeting rooms, and "personal recreation space" i.e. balconies. These standards were considered appropriate for mixed-use areas, where the non-residential portion of a building tends to cover a larger area of the lot, leaving less opportunity for providing exterior open space.

Developers responded positively to market demands for large condominium units by taking advantage of the UPH system to create large residential projects. In the process, these developers helped to implement a fundamental aspect of the Central Area Plan: the conversion of single use non-residential areas to mixed-use areas, particularly in the Central Core. However, in many projects the size of the individual apartments was larger than planners had anticipated, with the result that many sites were developed with quite large buildings. Contrary to Council's objectives however, few of these units were occupied by families with children.

One of the initial limits on the size of mixed-use developments – the requirement that the residential component occupy not more than 60 percent of the lot – was subsequently eliminated, and height limits proved to be less effective in controlling bulk than anticipated.

In addition, the process of settling of objections to the Central Area Plan; the trend to large, enclosed solariums instead of balconies; and negotiated site specific zoning and Official Plan amendments also tended to produce larger residential buildings. Some areas in particular, such as Bay Street between Wellesley and Bloor, became concentrated with high density residential towers.

The scale of buildings created under the UPH system was larger than anticipated.

A corridor of high density residential towers was created on Bay Street between Wellesley and Bloor.

More recently, developers began to complain that the amount of recreation space required within the current Zoning By-law exceeded the demand for such space. Surveys conducted by the Planning and Development Department showed that residents had mixed views concerning outdoor balconies. Furthermore, new construction systems, introduced to comply with building code changes, reduced the practicality of such balconies. It has also not always been clear whether enclosed balconies should qualify as recreation space or if they are just another room in the apartment.

In response to both a growing housing crisis and market pressures, the 1976 regulatory system was further modified to increase the housing supply. The most significant revision involved reintroducing in 1985, following some years of study, an "FSI option" for CR districts to allow more, smaller sized units in mixed-use projects.

The reintroduction of an FSI option challenged a fundamental tenet of the UPH system: that it was more important to control the number of units in residential development than the amount of floor space. The FSI option also responded to the increasing number of applications the City received for Official Plan amendments to increase the number of units in buildings approved under the UPH system.

As the result of the availability of the FSI option, developers were able to argue that if there were no limit on the floor area of a proposal that had been approved under the UPH system, and if the FSI option dramatically increased the number of units, then there was no reason why the number of units couldn't be greatly increased within the envelope of an approved UPH project. Precisely this logic led to proposals along Bay Street which had FSI densities up to 12–15 times coverage (more than the 12 times maximum permitted in the old "C" districts) and as many as twice the number of units permitted under the UPH system.

In effect, the reintroduction of the FSI regulatory system without the simultaneous elimination of the UPH system led to a significant loss of control by the City over the size, form and character of residential development in mixed commercial-residential areas. Without a coherent system, it became increasingly difficult to refuse Official Plan amendments to increase the number of units permitted in the large structures under the UPH system.

Alarmed by the implications of this situation for the form of the City and the quality of its neighbourhoods, City Council referred the 10–12 times residential density range recommended by staff for Bay Street south of College back for further study. Other areas, such as the Provincial East of Bay lands, and the East Downtown, also became the subject of planning studies, to determine, among other things, appropriate residential density levels, including appropriate densities for developments which are to include social housing.

8.2.3
The "Living Downtown Study"

In order to assist in the formulation of new comprehensive, consistent and defensible rules to govern residential development in mixed-use areas the Toronto planning firm of Berridge Lewinberg Greenberg was hired to review residential and mixed-use buildings developed in Toronto's downtown area since 1976 and to recommend ways to improve the regulatory system in place. (See *Cityplan '91 Background Report No. 21. Living Downtown*).They began their review of the existing regulatory system by setting out basic principles that should guide any system, such as simplicity and predictability of built form. They then analysed Toronto's existing regulations and developments built since those regulations were put in place. Toronto's approach to regulating downtown mixed-use development was also compared to the approaches adopted by five other cities, i.e., Boston, Calgary, Chicago, New York, San Francisco and Vancouver.

It is important to note that very few of the specific Toronto developments analysed in the *Living Downtown Study* were built to the "letter of the law" of the 1976 system. That is because the 1976 system began to be amended on a site specific basis almost as soon as it was put in place. These amendments were initially intended to achieve settlements to objections to the Central Area Plan, in order to ensure that the new Plan would be approved by the Ontario Municipal Board and gain general acceptance by the development community. Later, amendments became almost the "order of the day" as modifications to the system undermined its coherence and hence its regulatory strength. "*Living Downtown*" also examined buildings constructed under other regulatory systems – in Harbourfront and the Central Waterfront, for example.

The consultants concluded that "density", in and of itself, is not a critical factor in creating urban "liveability". In fact, higher densities often bring advantages, such as reduced dependence on automobiles. The consultants focused instead on the quality of design of higher-density development and the level of amenities available to the people who live in such areas. (It is interesting that the authors of the Central Area Plan also began with an assumption that the "density" of a building, expressed as the ratio of building area to lot area, was not as important a measure as the nature of the development and the number of people it generated.) Moreover, the study found that attempts to govern the size of residential buildings on the basis of social concerns about crowding, unit size and impact on the social infrastructure were not sustainable. Instead, the study focused on the impact of the physical size and form of buildings on the public realm. This was, in certain respects, a major departure from the 1976 Plan.

The *Living Downtown Study* offers valuable insights into the relationship between what are referred to as "value and equity" aspects of development and "design and environment" aspects. It concluded that the City needs to develop a built form "typology" (i.e. a set of identifiable building types) for downtown development that would respond to City's "design and environment" objectives, by providing a more predictable built form and generally lower building heights, while paying more attention to the quality of the environment in streets and other public spaces. Built form and height are stressed as key factors in any regulatory system.

The Study specifically recommends the elimination of the UPH approach and its replacement of a paired, Floor Space Index density and building height control as a "base zoning", with a maximum level of four times density and 10 storeys in height for mixed-use areas which are primarily residential. Within these limits, the consultants suggest that "repeatable building types" are possible and would not jeopardize environmental objectives for the public spaces. Greater density and height would be available through rezonings, but only after a detailed analysis of the urban design issues relevant to an entire area, rather than just a single site.

By and large, *Living Downtown* would leave the design of the inside of buildings (e.g., unit number, size and type) to private market decisions. Consistent with this approach, the consultants recommend that the standards for "interior recreation space" be reduced, and that the regulatory system deal more with the design, location, and quality of that space.

Finally, the *Living Downtown Study* suggests that the City itself should provide community support facilities (e.g., the daycare, recreational centres, and parks) necessary to serve a growing population, rather than attempting to require these of private developers, particularly when these requirements are imposed through negotiated site specific Official Plan amendments. We discuss in greater detail how the City should plan for these facilities in Chapters 5.3, "Parks and Open Space" and 7.3, "Community Services and Social Planning" of this report.

8.2.4
The Components of the System

The land use system that now regulates development in the City of Toronto has several components, which are based mostly on the tools that Provincial legislation has given the municipality. The Official Plan sets the broad policy objectives and establishes upper limits on the size and intensity of developments. These policies and objectives are then implemented through the other legislative tools. In Toronto, the Official Plan designates "land use areas" with maximum densities. The Zoning By-law is more detailed and includes "use" and "density" categories which are more specific, and often more restrictive than those found in the Official Plan. The Zoning By-law also includes height restrictions, setback requirements (i.e., regulations that specify how far back from the property line any structure must be located) and other controls that affect built form. The Zoning By-law must be consistent with the Official Plan, but it is the Zoning By-law, not the Official Plan, that governs the granting of building permits.

Development Review, which is permitted by Section 40 of the Planning Act, offers an even more detailed level of control. It allows the City to review the massing of buildings and other details of individual "site plans". Council has also adopted "Design Guidelines" for parts of the City, which provide a consistent framework for the use of the various other components of the regulatory system, particularly Development Review.

As noted earlier, this chapter makes some proposals for changing current Official Plan policies. Further work must be done, however, to refine and translate those suggestions into precise policy statements. More work also needs to be done to refine the Zoning provisions discussed here. First, however, we need to reach a general consensus on the fundamentals of the new regulatory system.

8.3
CHARACTERISTICS OF A GOOD REGULATORY SYSTEM

What makes a land use regulatory system "good"? A number of themes have emerged during the Cityplan '91 process: from briefs, surveys, focus groups, consultant reports, planning staff experience, and the Citizens Task Force. "Bad" or "inadequate" aspects of the current system have been catalogued; and "good" or more "effective" ways to achieve our goals for the City have been identified. As discussed below, the new system should be both simpler, and more descriptive, prescriptive, and orderly.

8.3.1
The System Should be Simpler

A regulatory system should be easily understood by both interested citizens and seasoned professionals. The regulatory system may be complex, but it needn't be incomprehensible. All components of the new system should, therefore, be expressed as clearly and simply as possible, without elaborate mathematical formulae, so that all members of the interested public can understand it.

8.3.2
The System Should be Coherent and Internally Consistent in Order to Discourage Requests for Amendments

One of the most unfortunate aspects of the regulatory system currently in place is its lack of internal consistency. The two systems – UPH and FSI – which exist side by side are based on very different assumptions about what should be regulated (the number of units, or the amount of floor space), with the result that the actual size of the building permitted can vary dramatically from one system to the other. This means that the aspects of development – height and bulk – which are of most concern to citizens of the City are not subject to consistent controls. In addition, because the number of units can be greatly increased by simply switching from UPH to FSI, the social or "neighbourhood" aspects of residential development are also subject to haphazard, ambiguous controls.

The Planning Act clearly not only permits applications for Official Plan amendments, but also ensures that these be dealt with expeditiously. In addition, some degree of flexibility is essential. If the new system is internally consistent, as the current dual UPH/FSI system is not, then requests for amendments will be reduced, and applications that are received can be dealt with more consistently and effectively.

Some bonuses will be built into the new system, but rules governing the granting of these limited bonuses will be clearly stated, with the result that the number of negotiated, site-specific Official Plan amendments should be dramatically reduced. In this regard, we recognize the soundness of Boston land use lawyer Edith Netter's advice at the opening Cityplan '91 Forum: "the important lesson from the United States is that a mandatory system is the preferable system. The reason is that everybody knows that the rules of the development game are up front and the development review process is not an insiders game".

8.3.3

The Official Plan Should be more Descriptive of the City's Planning Goals and Objectives

As noted elsewhere in this chapter and this report, we are interested in the "quality", as well as the quantity, of future development. Density is important, since it sets the general limits for the total amount that can be built on a given site and in a particular area. But it, and other land use controls, must be related more clearly to the overall goals for the City's future.

The Official Plan should therefore contain more qualitative descriptions of the characteristics of each land use category, in order to emphasize such critical issues as building height, and the character of the surrounding neighbourhood. In addition to setting density numbers, the system should provide guidance as to the type and style of development appropriate in each designated area. This guidance should address such things as the most appropriate type and scale of building, how different uses should be located in a building or district, and street character for the area in question (i.e. "houseform", "mainstreet", "lowrise", etc).

8.3.4

The System Should be a Predictive Tool

Everyone – planners, developers, and citizens alike – has emphasized that people should be able to predict easily and accurately just how much and what type of development will be allowed on a given site.

As discussed earlier, one of the major problems with the hybrid development control system that emerged in the mid-1980s was that it lacked the predictability that should be inherent in any effective land use control system. As we have seen, it has become internally inconsistent because it permits two essentially contradictory alternatives: the "Units Per Hectare" and the "Floor Space Index" methods of calculating residential density. Height restrictions were not taken as seriously as they should have been, and, in an effort to facilitate increased residential development, other built form controls were removed. Most notably, increasing reliance was placed on negotiated, site specific amendments.

The new Regulatory System should, therefore, make it not only easier, but also possible for all parties to predict in advance the maximum amount and character of development permissible on a given site.

8.3.5

The Official Plan System Should Provide an Orderly Framework for Change

Some flexibility is necessary in any land use regulatory system. Not all contingencies, opportunities, or special circumstances can possibly be anticipated. There is, however, a difference between flexibility and the complete absence of controls. The new regulatory system should, therefore, outline precisely how and under what conditions the Zoning By-law can be amended or adjusted, in order for proposed development to respond to particular opportunities and constraints associated with sub-areas, streets, or large site assemblies. These adjustments should be possible under the new system, but only if they are subjected to appropriate, orderly, and public review by interested parties. Site specific amendments should cease to be the order of the day, and when considered, should be preceded by a "contextual analysis" of the site and its surrounding area.

8.4
FRAMEWORK FOR A NEW REGULATORY SYSTEM

8.4.1
Approach

We propose that "density" in both the new Official Plan and the new Zoning By-law be calculated using only the Floor Space Index (FSI) system, which relates the "permitted floor area" of a building directly to the size of the lot. We, therefore, also propose that the Unit Per Hectare (UPH) provisions, together with the "mixing formulas" and "constants", which are discussed below, be deleted. There should be only one option: the FSI option.

The "mixing formula constant" is a number which is used to calculate the combination of housing units and commercial floor space that could be built in a mixed-use building. We propose that the maximum density expressed in FSI terms should be generally equivalent to the "mixing formula constant" (K) in the present Official Plan, which is also the present maximum under the FSI option. This density would be available either for an all "residential building" (except for where some street-related retail use is called for in the Plan), or for a mixed commercial and residential building with a maximum commercial density available within the total density being set at only a portion of the total density, to reserve the other portion for residential development.

Further refinements of the present FSI system are required, however. A gap now exists between the constant of 4 in the "Medium Density Mixed Commercial-Residential Areas" (MDMCRAs), and the constant of 7.8 in the "High Density Mixed Commercial-Residential Areas" (HDMCRAs). For the planning reasons given below, we propose that this gap be filled with a new density level of six times the size of the lot.

We also propose that the 2.5 times density level now available in "Low Density Mixed Commercial-Residential Areas" (LDMCRAs) be split into a two times designation, which would be compatible with traditionally-scaled houses, and a three times designation, which would allow and encourage "Main Street"-style development in the Central Core.

The following table compares the existing FSI system with the proposed new categories:

Present System	Proposed Maximum Density and Height Levels
LDMCRA K = 2.5	2 times lot area; 3–4 storeys
	3 times lot area; 4–6 storeys
MDMCRA K = 4	4 times lot area; 8–12 storeys
	6 times lot area
HDMCRA K = 7.8	7.8 times lot area (except 6.5 on Bloor Street)
Financial District K = 12	12 times lot area

8.4.2
Deleting the Units Per Hectare System

We propose that the Units Per Hectare system of calculating "density" be deleted. The provision setting a "minimum average unit size" of 50 square metres which currently applies under the FSI option would remain. (See also the discussion of "Unit Size and Mix" below.)

The UPH system did serve a valuable initial function by making residential and "mixed-use" development economically attractive, particularly on sites previously designated for commercial use at high densities. However, now that the Central Area is widely recognized as a suitable area for residential development, and people are, in fact, living downtown in greater numbers, we should place higher priority on achieving high standards for urban design, the environment, and the general "liveability" of the Central Core. This can best be done by using a regulatory system based on the FSI, rather than the UPH system.

One reason the 1976 Central Area Plan included the UPH (rather than the FSI) form of residential density control was to encourage larger units thought to be required for "family accommodation". Encouraging families with children to live downtown was one of the major goals of that Plan. However, subsequent experience indicated that the larger units constructed under the 1976 Plan are not generally occupied by families with children. Clearly, the Official Plan and Zoning controls were not effective in promoting the desired demographic change downtown.

While limiting the total amount of floor area available for housing, the FSI system allows for the creation of more, smaller but still adequate housing units than under UPH, depending on market conditions. This would be consistent with the policy objective of emphasizing housing production. The UPH system allows for more residential floor area than FSI, but only when there is a market for large units.

8.4.3
Relating Height and Density

Following the *Living Downtown Study*, we propose that the important relationship between building height and building mass be expressed in the Official Plan as part of "qualitative descriptions" of all but the higher density districts (see below). But, in order to avoid unnecessary confusion, we propose that specific height limits should continue to be included in the Zoning By-law, which uses the familiar, existing terms and measurement system rather than a new system based on number of storeys as suggested in the *Living Downtown Study*.

8.4.4
Proposed Official Plan Categories

The current Regulatory System has three categories of Official Plan designations for the mixed-use areas outside the "Financial District".

"Low Density Mixed Commercial-Residential Areas" (LDMCRA);

"Medium Density Mixed Commercial-Residential Areas" (MDMCRA); and

"High Density Mixed Commercial-Residential Areas" (HDMCRA).

These have "mixing formula constants" of 2.5, 4 and 7.8 respectively. (The "Bloor Street HDMCRA" is an exception, having a constant of 6.5.)

Because of the variations of the actual floor area of buildings constructed under the UPH system, the floor space included in these buildings was not limited by treating the "constant" figures of 2.5, 4, and 7.8 as FSI limits, but ranged in a continuum of intermediate steps. With the deletion of the UPH system and a determination to limit the amendment process, we expect that the density of buildings constructed in each designation will be fixed. Based on this assessment we believe that the three existing Official Plan density levels would be inadequate to allow new development to respond sensitively to the "design and environment" objectives outlined in this report and to the diverse built context that now exists in the Central Area.

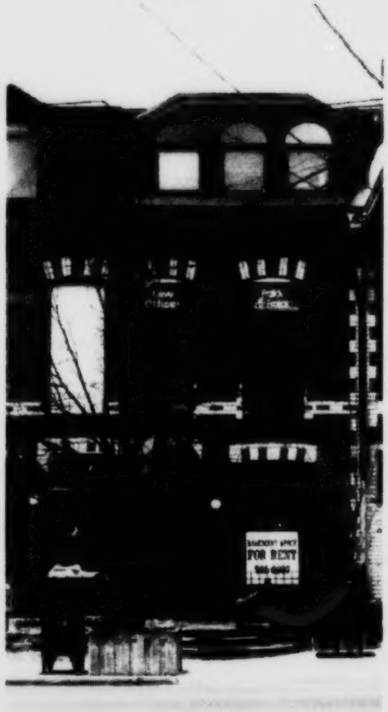
We therefore propose that six Official Plan categories be established for mixed-use areas in the new Official Plan for the Central Area. They are summarized below and illustrated on the accompanying photos.

Chapter 9.2 explains how we propose to apply these six new land use categories in the Central Core, and Map 9.2 shows this proposed Central Core Plan in graphic form.

8.5
PROPOSED NEW OFFICIAL PLAN CATEGORIES

The following descriptions of each of the proposed new land use categories for the Official Plan are not yet presented as precise policy statements. They do, however, indicate clearly the direction that we think the refined policy statements should follow.

8.5.1
Houseform Areas (Maximum Two Times Coverage and Three to Four Storeys)



This rowhouse on Davenport Road exemplifies the heights and densities permitted in the "Houseform Areas".

This new designation would be applied to mixed commercial and residential districts in which most of the buildings are either converted houses, or house-style structures which are generally two to three-and-a-half-storeys high at the street. By and large, these Houseform areas are now designated as "Low Density Mixed Commercial-Residential Areas" (LDMCRA) with a constant of 2.5 of which only 1.5 times coverage may be built as residential under the FSI option.

The commercial uses are mainly retail and/or services at grade with, in many cases, another floor above or below grade. The purpose of this new Houseform designation is to retain the physical characteristics and the mixed-use character of these areas and the individual buildings in any new development.

Since it is not possible to retain the Houseform scale with densities above two times the lot area, the maximum permitted density on the lot should be two times and heights should generally not exceed three to four storeys.

Explanation

This low-density category is designed to maintain and strengthen the character of a street like Scollard or portions of Davenport Road between Avenue Road and Bay Streets, whose very distinctive identity depends on maintaining a sympathetic balance of "historic", rowhouses – many of which have been converted into fashionable boutiques, and carefully-designed, contemporary structures. While "low rise" in form, the area boasts an intense and complex mixture of residential uses (ranging from single-family houses to luxury condominiums) and commercial uses (ranging from local grocery stores to esoteric specialty shops), a mix which works well for both residents and visitors.

8.5.2
Low Rise Mixed-use Areas (Maximum Three Times Coverage and Four to Six Storeys)

This new designation would be applied to areas which are currently low-rise, low-density, mixed residential and retail areas where a pleasant pedestrian environment along the street is important. These areas are now generally designated "Low Density Mixed Commercial-Residential Areas" (LDMCRA). The planning objective for these areas is to continue to permit development that will enhance this pedestrian environment, while encouraging some increased residential use.

Toward this goal, the height of buildings in this area should be limited to about six storeys, and the total density to three times the area of the lot, with a maximum commercial density of two times the area of the lot. In areas where residential uses are to be retained or encouraged, this maximum commercial limit would be lowered in the Zoning By-law. Building height at the street line should be such that it reflects the context of other buildings along the street.

The new Hazelton Lanes project on Avenue Road exemplifies the densities and heights permitted in the Low Rise Mixed-use Areas. In some cases, building heights would be adjusted to respect nearby historic buildings.

Explanation

This category is intended as the downtown version of "Main Streets" development in the City, which will encourage apartments to be built above storefronts and other commercial uses along many of Toronto's major streets (like Danforth and parts of Queen Street) and, at the same time, will improve the local pedestrian environment along the streets. As noted elsewhere in this report, the "Main Streets" residential intensification effort will help provide much-needed new housing, will use the existing urban infrastructure (streets, sewers, utilities, transit, etc.) more efficiently, and will generally enliven various neighbourhoods. But a density of only two times coverage is not sufficient to accomplish this; while a density of four times coverage is excessive and would allow developments of too great a size for the proposed four- to six-storey "Main Street" context.

This category would also apply to portions of the Yorkville area where residential use above lively commercial activity is a planning objective.

8.5.3
Mid-rise Mixed-use Areas (Maximum Four Times Coverage and Eight to Twelve Storeys)

This new designation is intended to permit and promote street-oriented, eight to twelve storey, primarily residential buildings at a maximum density of four times the area of the lot, creating compact urban neighbourhoods with good microclimatic conditions. By and large these areas are now designated as "Medium Density Mixed Commercial-Residential Areas" (MDMCRA), with a maximum density of four times the area of the lot.

Generally, the Zoning By-law will limit non-residential uses in these Mid-rise Areas to ground floor retail and community services and facilities to serve the residential neighbourhoods, but in some areas the existing higher intensity of commercial uses will be respected.

This mixed-use building on Wellesley St. East exemplifies the heights and densities allowed in Mid-rise Mixed-use Areas.

Explanation

The "Living Downtown Study" concluded that appropriately-scaled, "repeatable" building-types can be identified for each of these first three categories. Beyond that, the number of variables is too great to ensure a predictable building height. This four times category is, therefore, the largest of the "repeatable building-type" categories, and is intended to encourage more developments like the building at 25-7 Wellesley Street East which includes commercial and residential uses and retains a historic building, as well as the building at the south-east corner of Prince Arthur and Huron Street, a residential building with a built form considered desirable for this category.

8.5.4
Medium Density Mixed-use Areas (Maximum Six Times Coverage)

This designation will be applied to areas which are already mostly built-up with high-rise residential and commercial buildings, or include sites with already-approved By-laws or proposals that contemplate such developments. This designation will also be used to define an appropriate transition between areas which exhibit lower and higher densities and built form. At present, these areas are designated either "Medium Density Mixed Commercial-Residential Areas" (MDMCRAs) where buildings with densities above 4 times have already been built, or "High Density Mixed Commercial-Residential Areas" (HDMCRAs) where the "design and environment objectives" require lower densities than the 7.8 that is now permitted.

The Colonnade, one of our early mixed-use buildings, exemplifies the density and character of buildings to be permitted in a Medium Density Mixed-use Area.

This designation will permit buildings having a density of up to six times the area of the lot. The portion of the Bloor Street HDMCRA that has a constant of 6.5 under the present system would be a special case in the new system where an FSI density of 6.5 times the lot area could be achieved.

Retail, secondary office space, and community services and facilities could occupy some or all of the lower floors of the building. Specific maximum densities for commercial uses will be established in the Zoning By-law, having particular regard for Council's residential intensification policies.

Areas with density permissions above 4 times the area should be examined in more detail in order to establish predictable and repeatable height-ranges. These studies should be done before the "Final Recommendations Report" on Cityplan '91 which will include changes to the Zoning By-law, and should be based on the existing built-context, and on area-specific, micro-climatic and design objectives.

Explanation

This category has no equivalent designation in the current plan so has no districts than can be used as examples. However, buildings like the Colonnade are now developed at about six times coverage. Another example of the type of development that would be encouraged in this category is the eight storey Market Square project next to the North St. Lawrence Market which has a density of 5.5 times lot area, a pleasing physical form, and a desirable mix of residential and diverse commercial uses.

The new category provides a useful intermediate density, which will enable planners to adjust the permissible density on various sites in order to achieve the environmental, built form, and other social goals outlined in this report.

8.5.5
High Density Mixed-use Areas (Maximum 7.8 Times Coverage)

This designation would be applied to areas which contain developments and high-rise buildings at high densities, as well as sites for which City and/or Ontario Municipal Board approvals are in place for high density developments. These areas are now for the most part designated as "High Density Mixed Commercial-Residential Areas" (HDMCRAs).

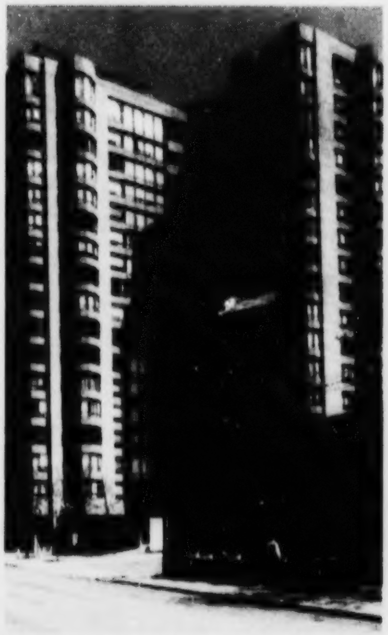
We propose that in these High Density Mixed Use Areas buildings be permitted at a total density not exceeding 7.8 times the area of the lot, with a maximum non-residential density of up to 4.5 times the area of the lot.

In areas where residential development is to be encouraged, the Zoning By-law will reduce the maximum permitted non-residential density in order to provide for additional residential potential.

In the one Central Core area outside the Financial District where high density office development could be considered appropriate, the conversion of residential density to commercial in return for the provision of lands (or cash in lieu of land) for social housing, public parkland in addition to that required under Section 41 of The Planning Act, workplace day-care and/or the retention of heritage buildings beyond the heritage bonus provided for under Section 1A.42, will be permitted through a rezoning, as explained in Chapter 7.2.3 and Chapter 10.1 of this report.

Explanation

This category is intended to cover limited areas of fairly intense development, rather than to open up broad areas to new high-density development, and is designed to ensure that the new developments fit in with the surrounding context, and that opportunities are provided for increased residential, as appropriate.

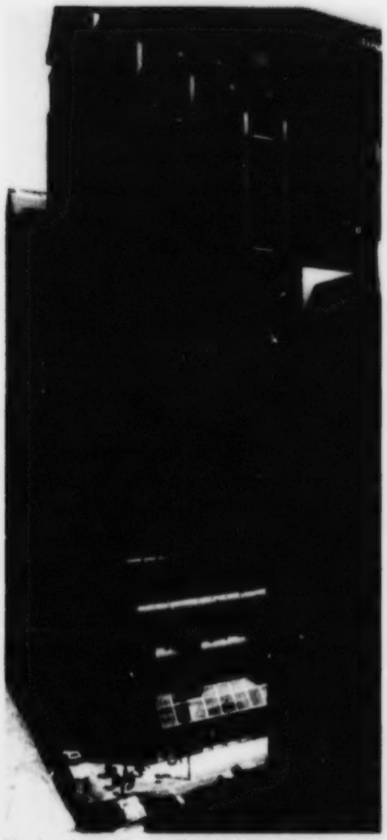

This midtown apartment building exemplifies the density and character of development to be permitted in those High Density Mixed-use Areas where purely office buildings are not allowed.

8.5.6
The Financial District (Maximum 12 Times Coverage)

The existing Financial District designation will be carried over into the new Plan. The area designated "Financial District" includes the commercial centre of the City, with many high-rise office towers, hotels, and a few residential buildings. We propose that the Floor Space Index option apply to this area and set a maximum density of 12 times the lot area, which could be used entirely for residential use or for mixed-uses, with a maximum of 8 times for commercial purposes. As explained in Chapter 7.2.3 and Chapter 10.1 of this report, the density above 8 times may be converted from residential to commercial use in return for the provision of land (or a cash payment in lieu of land) for social housing, public parkland in addition to that required under Section 41 of The Planning Act, workplace daycare or for the retention of a heritage building.

Explanation

Basically, the Financial District will continue to be the commercial heart of the City, and will continue to be developed up to the same maximum level anticipated in the existing Official Plan. The main difference between the current and proposed designation of the Financial District (apart from the deletion of the UPH system, as in all the other mixed-use districts) is that the full 12 times FSI density could be developed for housing. The FSI option does not now apply in the Financial District. However, we believe that a predominantly residential building with retail at grade would be appropriate in the Financial District, where provisions of the new Plan ensure that such high density resxidential development would have its share of amenities and a "liveable environment".


The downtown office hotel project illustrates the density and style of development possible in the Financial District Area under proposed regulations.

8.6
OTHER ASPECTS OF THE PROPOSED SYSTEM

8.6.1
Definition of Floor Area

As discussed earlier, we recommend that the new Regulatory System adopt a Floor Space Index system of calculating density that is simple, comprehensible, predictable, and allows for only a few specified exemptions. To help accomplish this, we recommend that the current Official Plan and Zoning definitions of "floor area" be broadened to include the "enclosed balconies" which have sometimes been excluded in the past and have unexpectedly increased the over-all density of a number of new residential developments, and have made it even more difficult to predict accurately just how big a building will be built on a particular site. The new definition should be reviewed in consultation with the Commissioner of Buildings and Inspections, who has the responsibility for ensuring that building plans conform to the Zoning By-law. This change will make it easier to predict the final building-bulk for a particular location.

8.6.2
Limited Density Bonuses and Exemptions

The extent of the "bonuses" and other "density exemptions" that are permitted in the present regulatory system make it difficult to achieve our goal of making the new System "a predictive tool" that can easily and accurately predict final built forms. They also undermine the rationale for establishing and controlling densities in the first place: if a given density is appropriate for a project with social housing, why would a lower density be appropriate if the project did not contain social housing? For these reasons, the opportunities to use "density bonuses", which were so heavily relied upon in the past, should be strictly limited in the new regulation system.

Chapter 10.1 of this report, "Exactions, Bonuses and Density Transfers: Mechanism for Achieving Public Objectives" argues that granting increased density as a "bonus" given in exchange for providing "public benefits" should be curtailed and, where feasible, replaced by generally-applicable "levies" to provide funds for the public amenities that are needed to serve and support future growth and new neighbourhoods. Specifically, the 25 percent bonus available through rezonings for social housing should be deleted.

Under the Units Per Hectare system, a higher number of units is permitted for "special" housing (seniors housing and the like) than is permitted for conventional housing. Since we propose that this UPH system be deleted from the new regulatory system, these provisions would no longer be required and should therefore be deleted from the new Plan and Zoning By-law.

As we have already seen, the Official Plan and the Zoning By-law have been amended frequently in the past in such a way that allowed developers to build additional density, in exchange for providing social or cultural facilities that the City might not otherwise have been able to achieve, such as the CBC Broadcast Centre on Front Street, and the Design Exchange in the Old Stock Exchange building on Bay Street. These bonuses should, in the future, be limited to facilities of a relatively small size. (i.e., The maximum density limits as in the current Official Plan Section 1A.35 which provides a density exemption for space set aside for community services and facilities and is discussed in more detail in Chapter 7.3)

While we recommend that most density exemptions be curtailed in the new regulatory system, some exemptions are still worthwhile. (See also Chapter 10.1, "Exactions, Bonusing and Density Transfers: Mechanism for Achieving Public Objectives")

First, so as not to penalize the inclusion of the "shared amenity space" discussed later in Section 8.8.2.4 (iv) of this chapter, we propose that the floor area of these spaces be exempted from the calculation of a building's density. Since this new "shared amenity space" will generally be much smaller in area than the space required by current "recreational standards", it would have less impact on final built forms and could be more readily exempted.

Second, in order to enhance the pedestrian environment downtown by creating publicly accessible walkways through private buildings, we suggest that "walkways through buildings" in the areas designated on Map 5.5 and described in Chapter 5.2 could be exempted from the calculation of "floor area". This exemption should be available only on the sites shown on Map 5.5, where the new connections would achieve specific planning objectives.

And finally, in order to attain some other important public benefits, as described in Chapter 10.1, we propose that limited incentives for workplace daycare be introduced, but be limited to a "conversion" permission (whereby residential density could be converted to commercial density) in the Financial District and in those portions of the High Density Mixed-Use Areas described earlier. The density exemptions for heritage buildings would be retained.

8.6.3
Hotel Density

At present, hotels are considered to be "commercial uses" and are therefore subject to the limitations placed on permissible "non-residential density". However, in "Medium-and High Density Mixed Commercial-Residential Areas", hotels are generally allowed to use available "residential density" (expressed in FSI) above the non-residential maximum and up to the density equivalent of the "mixing formula constant" (i.e., 4 in MDMCRAs and 7.8 in HDMCRAs).

Allowing traditional, commercial hotels to use available residential density sacrifices that density for additional housing. We propose that this no longer be allowed since it contradicts our goals to encourage housing in the Central Core.

On the other hand, the new concept of "all suite hotels" (like the just built Cambridge Suites Hotel at Victoria and Richmond Streets), which include "suites" containing several separate rooms and kitchen facilities and are intended for longer term occupancy are, for those reasons, more similar to "residential use" than strictly "commercial use". We propose, therefore, that they be defined separately in the new regulatory system in order to distinguish them from traditional hotels. The "all suite hotels" would be defined in such a way as to require them to comply with parking and recreation standards that would apply to residential buildings.

8.6.4
Street-Related Retail

Church Street near Wellesley is an example of a 'priority retail street' which the regulations proposed in this chapter would enhance.

Lively streets are an important element of a safe and vibrant City. Sometimes extra measures including special land use regulations may be required to ensure that streets fulfill this function. Buildings that have offices uses, blank walls (and sometimes even residential uses) on the first floor usually have a "deadening" effect on the character of the street.

In the system we propose in this report, property-owners would have the option of using the allowable "non-residential density for residential development" in order to encourage more housing to be built in the Central Core. Such residential intensification is beneficial in many respects for the City. Some streets, however, because of their location, condition, or over-all importance to the liveliness of local neighbourhoods, need to have their street-level commercial character reinforced.

As already described in Chapter 7.5, we propose that such streets be designated as "Priority Retail Streets", where ground floor space would be set aside for shops, restaurants, community services, entertainment facilities, and so on. Office uses would not be permitted at ground level. These kind of uses are intended to reinforce the activity of successful streets; prevent these successful streets from being harmed by new development which might "punch holes" in their continuous, street-level retail structure; and help less successful streets become lively, animated, local amenities. (See " Priority Retail Streets" on Map 7.4)

For these special streets, we feel that the "density incentive" mechanism contained in the present system is not adequate to counterbalance the economic forces that sometimes work against retail uses or to guarantee that the necessary retail activity would survive to animate the pedestrian life of the street. The present system merely reduces the amount of total "commercial density" permitted on a site if no "retail use" is provided.

In the "mixed-use areas" not shown on Map 7.4, which do not have the same high priority, "street-related retail" would be permitted as part of the allowed "non-residential density", but would not be required. In these areas, the choice about whether or not to provide retail uses would be left to private market decisions. (See also Chapter 7.5 for a full discussion of our proposed retail policies)

8.6.5
Unit Size and Mix

We propose that the new regulatory system generally to let private market mechanisms make the decisions about what apartment sizes and what mix of units a project should contain (i.e., how many bachelor, one-bedroom, two-bedroom units, and so on, it should have). The Building Code, not the Official Plan or Zoning By-law, is the appropriate regulatory instrument to use to ensure that apartments meet the minimum size standards deemed necessary to ensure that minimum living and health conditions are maintained. For social housing projects, the senior levels of government have established their own standards for unit sizes and unit mixes.

However, in some cases unit-sizes and unit-mixes can have significant land use planning implications. For example, large projects that contain a large number of very small units have relatively high population densities. Such large projects could therefore generate a lot of automobile, pedestrian and delivery traffic, increase pressure on local parks and other community services, and have a significant impact on the general character of the neighbourhood. There should be some mechanism to control such situations.

We propose, therefore, that the Floor Space Index system continue to apply the present minimum average unit size requirement of 50 square metres, which allows a project to contain a mix of units both smaller and larger than this minimum average size. Projects with fewer than 25 units could be exempt from this "average unit size" control, since the traffic and service needs of a project with fewer than 25 small units could probably be absorbed by the neighbourhood without too much difficulty.

8.6.6
Density on Public Streets and Lanes

The maps that will form part of the new Official Plan and Zoning By-law will also show density and height districts extending across streets and lanes, because it is difficult to construct them in any other way that is graphically clear. However, we propose that, in the new Plan and By-law, open public streets and lanes will be deemed to have no density to be used on adjacent development sites. Our approach to the general issue of street and lane closings is described in Chapter 5.2 of this report.

8.7
ADJUSTMENTS FOR SPECIAL CIRCUMSTANCES

Throughout this report, we have emphasized that the process for making site-specific Amendments, and negotiating benefit packages for individual projects with individual developers, should be more orderly. (See, for example, Guiding Principle 8.3.5, "The Official Plan System Should Provide an Orderly Framework for Change") However, there are two situations where the total densities, heights, and built form controls set out in the Zoning By-law could be adjusted under carefully-controlled circumstances, in order to achieve valuable planning objectives: "large sites" and "area studies", which are described below.

8.7.1
Large Site Policies

Land assemblies that create large development sites through the merger of smaller lots, or co-operative schemes between owners of two or more adjacent lots, often create opportunities to achieve various planning objectives that would be difficult, if not impossible, to attain via separate developments on small individual sites. This is particularly true for sites with 4 times or more permitted density.

The extra street-frontage, for example, provides flexibility for providing vehicular access in some way other than from arterial roads or "priority retail streets" where such access might not be desirable. Larger development lots can also provide site planning flexibility that helps create larger, more significant open spaces. And, by incorporating historic buildings into such larger development sites, the City can acquire easements or enter into other legal agreements that will provide longer-term protection for heritage sites.

The new Official Plan should therefore provide a more flexible approach to such assemblies or joint ventures by: a) by encouraging developers to create them when appropriate, and b) by allowing the Zoning By-law to be amended, as appropriate, in order to address site-specific opportunities and constraints.

The adjustments could allow density to be shifted from one part of the development site to another, if justified by an appropriate planning analysis and if planning objectives regarding for example, vehicular access, open space, or heritage building retention were achieved. These rezonings that only redistribute density on the lot in an effort to achieve overall planning objectives for the area would be available without requiring an Official Plan Amendment, but only under the circumstances outlined below.

- The site should have more than one street frontage and a minimum size (to be determined by the time the Final Recommendations for Cityplan '91 are completed).

- The lots remaining on the block which are not included in the site should be "developable" (i.e. have a minimum site area and street frontage) in order to ensure fairness for all property owners in the area.

- The policy should not apply on "Main Streets" or similar situations where, because of the character of these streets, development should occur incrementally on smaller lots.

- Criteria for adjusting the controls should be clearly spelled out in the implementing zoning by-law, secured in appropriate development agreements under Section 40 of the Planning Act, and controlled by detailed Design Guidelines.

- Sites qualifying for this policy should not be divided, i.e., not separated by open public streets.

We suggest that this "large site policy" is a better approach to moving densities between adjoined lots than the current policy which allows "lot amalgamation" for buildings connected below-grade such as in Winchester Square, south of St. James Town in which the residential buildings are linked by an underground garage. An approach that establishes urban design criteria for moving density from one part of a large site to another more appropriate location on the development site, is better than allowing the density to move simply because there is a below-grade connection. The existing policy, which is permitted by the definition of the term "lot" in both the existing Official Plan and Zoning By-law, has always been subject to misunderstanding and abuse and should, therefore, be revised. A "zoning lot" should be defined, without exceptions, as "a parcel of land with one primary building on it".

8.7.2
Area Studies

The Official Plan should also offer some flexibility to review and modify the regulations in areas subject to increased development pressure; where the land is near important street intersections or transit facilities; or where the area is defined as having a special identity.

However, as stated below, the Official Plan should generally not be amended to increase either total density or height, unless an "Area Study" is carried out.

The *Living Downtown Study* recommends the creation of an "Urban Design Study" process which could permit higher and more intensive forms of development than would be permitted under the basic Zoning By-Law. The process would involve clearly defined forms of City review and public scrutiny. The *Living Downtown Study* refers to similar techniques used in special districts in other cities that it studied, and points to the St. Lawrence and Ataratiri projects as local Toronto examples.

We recognize that such a technique might prove to be very useful as a way to develop detailed policies for specific areas and to bring order into the rezoning process. But we feel that it should be expanded. In addition to the urban design factors emphasized by the *Living Downtown Study*, we recommend that "Area Studies" also include an assessment of more traditional planning matters, such as land use, community facilities, traffic and other area-specific issues (like ravine protection, heritage preservation and so on). In this respect, the recommended "Area Study" is akin to a Part II Official Plan Study.

We also recommend that the Official Plan contain provisions that would require an Area Study to be completed prior to Council's approval of site specific Official Plan Amendments respecting total density or amendments which would substantially change the qaulitative character defined for the development in the Official Plan, including the character defined in an "Area of Special Identity Statement", unless such amendments are recommended in an Area Study. In some cases, where there is no planning rationale at all for a proposed site-specific amendment, a simple refusal would be appropriate. Other applications meriting more serious consideration should be subjected to the type of area analysis described in this section. Such a technique has already been used in some industrial areas of the City where site-specific Official Plan Amendments are not permitted in the absence of Part II plans .

Area Studies should cover enough land area to provide sufficient contextual justification for any amendments being assessed and should analyse, amongst other things:

- existing character, built form and land use context;
- heritage characteristics;
- traffic patterns; and
- community facility and open space availability.

They should also provide more detailed planning regulations than the "base controls", setting out such things as:

- Zoning controls over built form and height (including build-to and set-back lines);
- urban design guidelines for massing, scale, proportion, and streetscape details;
- vehicular circulation arrangements, including location of and access to parking, and location areas; and
- open space.

Finally, we suggest that Council should identify those areas where "Area Studies" would be contemplated based on planning priorities. One such area dealing with the University lands, has already been recommended as a high priority for study in Chapter 7.6 of this report.

8.8
OFFICIAL PLAN IMPLEMENTATION AND THE ZONING BY-LAW

A new Official Plan cannot be introduced without careful regard for the intricate layering of existing Official Plan policies including By-laws passed as a result of settling objections to the existing Plan, Part II and other approved Amendments to the existing Plan, and general policies and design guidelines adopted by Council, which have been implemented in certain parts of the Central Area and are now in effect.

Site plan By-laws passed by Council or ordered by the Ontario Municipal Board should, therefore, remain in effect in most areas. As in the case of Official Plans which are reviewed every 5 years, By-laws that authorize projects which have remained unbuilt for more than 5 years and which are more than 25 percent larger than the density and height recommended in the new Plan, should be reviewed and considered for repeal.

In addition, new policies are needed to deal with properties that are "non-conforming" with respect to the provisions of the new Plan. Council should consider allowing non-residential buildings, with a greater density than that now proposed to be converted to residential uses at no more than the existing non-residential density, or under certain special circumstances that achieve specific planning objectives through a rezoning, allowing a new residential building to replace the commercial building at no more than the existing density. Such a policy would encourage the production of housing and have little effect on built form.

8.8.1
Revising Existing Part II Official Plans

Fifteen Part II Official Plans, which have received final approval, now cover much of the Central Area. By and large, the regulatory system contained in these Part II Plans is based on the Part I Official Plan system introduced in 1976. (i.e., the UPH density control, "mixing formulas", and "constants" for the new "mixed-use areas") While, ideally, all the planning controls in effect in the City's mixed-use areas should be based on the same system, it is neither feasible nor desirable to bring the Part II Plans immediately into conformity with the new regulatory system recommended in this report. In many cases, the Part II Plans evolved over several years of planning assessment and careful consultation with the affected communities. We, therefore, recommend that the process of revising Part II Plans be phased in, except for the North Midtown Plan which we recommend be folded directly into the Part I Land Use Plan, for the Central Core as explained in Chapter 9.2 of this report.

The new Official Plan, however, is an appropriate place to make the required technical changes and changes in recommendations (such as deleting the UPH permission and using the mixing formula constant as the maximum total density limit). The Floor Space Index option for "Low Density Mixed Commercial-Residential Areas" was introduced into the Part II Plans in one step. There is no reason why the current UPH system could not be replaced in a similar way, by substituting a Floor Space Index density limit that equals the present mixing formula constant.

For more substantial changes in such basic items as density and height, we recommend that each Part II Official Plan be reviewed after the new Official Plan for the City is approved, using the traditional community-based planning process.

8.8.2
The Zoning By-Law

This Proposals Report does not discuss in detail the amendments to the Zoning By-law which would be required to implement the proposed Official Plan. The Zoning By-law recommendations will be incorporated into a subsequent report. However, we recommend adopting certain approaches to Zoning so that, when the revised By-law does come into force, it will be generally consistent with the approach and directions of the new Official Plan.

8.8.2.1
Density Designation, Nomenclature, and Symbols

The provisions of the Zoning By-law that regulate "density" in the "mixed commercial-residential areas" (Section 8 (3) Part I) should be amended so that the Zoning system is consistent with the new Official Plan categories proposed in Section 8.4.4 of this chapter. No changes are required in the "use" regulations, including the "permitted use charts" in Section 8 (1) (f) of the current Zoning By-law.

The symbol "CR" is still appropriate as the use prefix for the "Mixed-Use Zoning Districts". However, the symbol "U", the tables for "UPH density", and the "mixing formula" provisions, which are all contained in Section 8 (3) Part I of the Zoning By-law, can be deleted when the UPH system is deleted.

We, therefore, recommend that the "Zoning Districts" be classified using the following model that expresses density in a relatively new way:

CR4 L1

The "CR4" indicates that the total density for all purposes may not exceed four times the lot area for this Zoning District example.

The "L1" (which is similar to current practice) indicates that the non-residential component of the maximum density may not exceed one times the area of the lot in this District.

The "Appendix A Zoning Maps (Use and Density)" should also be amended so that density is expressed in this way for the Mixed Commercial-Residential areas.

8.8.2.2
Maximum Height Regulation

The 1976 Plan introduced height limits in the mixed-use areas and the maps in Appendix B to the Zoning By-law show how the height limits are applied. We recommend that the height limits continue to be used until they are modified to achieve appropriate physical form and microclimatic criteria, as discussed in Chapter 5.2 of this report, "The Physical Form of the City".

The *Living Downtown Study*, which was discussed earlier, recommended that density and height regulations be paired in a single designation, which would reinforce the importance of height as a regulatory tool. It might be possible to achieve this in the Zoning By-law by combining the Appendix A and Appendix B maps, and devising new Zoning designations that incorporate the height figures. Further work, leading up to the Cityplan '91 Final Recommendations report, will review the relative advantages and disadvantages of this paired density and height approach.

8.8.2.3
Zoning Regulation of Built Form at the Street Frontage

As discussed in Chapter 5.2 of this report, "The Physical Form of the City", we recommend that the built form of new development be such that comfortable wind and sunlight conditions prevail at ground-level. This generally means that the lower portions of buildings will be constructed right up to the lot line and the upper portions will be further set back.

This type of massing can be regulated in the Zoning By-law, which could establish general "build-to" and "set-back" lines and lower height limits at street frontages that would have general applicability in the Central Core or portion thereof. The "Large Site" and "Area Study" reviews, which were described earlier in this chapter, could refine these general controls so that they fit local conditions more precisely.

8.8.2.4
Amenity Space in Mixed-use Buildings

Good, plentiful residential amenities such as meeting rooms, play space, etc., are essential to creating truly liveable neighbourhoods, as we have emphasized throughout this report. This is particularly true of the mixed-use districts, which often lack the neighbourhood facilities taken for granted in the lower-density residential areas outside the downtown. In this chapter we describe the problems facing residents in new downtown residential buildings or areas; we outline what the consultants recommended in the *Living Downtown Study*; and propose changes to the Zoning By-law to create "amenity space" that would:

- reduce the amount of "shared amenity space" required;

- require better-designed and better-located "shared amenity space", which would consist of both adjacent indoor and outdoor space, and one meeting room;

- eliminate the requirement that all units have personal spaces like balconies; and

- exempt the "shared amenity space" from the definition of floor area, but include the floor area of "enclosed balconies" in that definition.

i) Background on "Amenity Space"

Prior to the 1976 Plan, the Zoning By-law required that development in residential districts provide up to 50 percent of the site as "landscaped open space", which was generally provided as a landscaped buffer zone between apartments and the street. It often functioned less as amenity for residents and more as an element that identified the area as "residential".

The 1976 Central Area Plan and By-law introduced new amenity requirements for residential development in the mixed-use areas. The "amenity space" could be provided inside the building, since planners thought that the combination of commercial and residential uses on a development site would not often leave appropriate outside space for residents' use. In addition, since the residential densities to be permitted in these mixed-use areas could be considerably higher than residential densities in the purely-residential districts, a high standard for "amenity space" was set. A portion of the space had to be adjacent to each dwelling unit, as "personal" recreation space, which was to be in the form of a terrace for ground-floor units, or a balcony for units above the ground-floor.

The amount of recreation space required, especially in projects with a large number of multi-bedroom units, was considerable, often adding 10 percent or more to the total size, or bulk, of the building. The provision of this space was, of course, not penalized under the Units Per Hectare system (which, as we have previously discussed, did not restrict floor area). When the Floor Space Index option was introduced in 1985, recreation space provided in accordance with the By-law requirements was also exempt from density calculations. However, as before, the "interior common recreation space" added considerably to the bulk of mixed-use buildings. This problem was compounded when the required "personal recreation space" was increasingly provided by developers in the form of "enclosed balconies" which did not extend beyond the "envelope" formed by the exterior walls of the building, but in effect expanded that envelope.

Play space for children is essential for projects with housing in mixed-use areas.

Most of the residential buildings that were constructed under the existing mixed-use regulations for density and amenity space have been marketed as condominiums. Initially, developers constructed these buildings in full compliance with the amenity standards and filled the space with elaborate equipment and facilities. They even used the required space and facilities as a way to attract buyers to the relatively new concept of "condominium" living.

However, experience has shown that after that initial period, the shared recreation space required under the Zoning By-law was actually used on a regular basis by only a few residents. Surveys taken by planning staff confirmed this and also revealed some ambiguous attitudes on the part of apartment dwellers to the balconies required as "personal recreation space". Some residents liked and used the balconies; others did not.

An increasing number of developers requested reductions in the recreation space requirement as part of rezonings or through the Committee of Adjustment. The Committee of Adjustment also dealt with a large number of applications from the individual owners of apartment units in buildings, who wanted permission to convert the "personal space" exterior balconies into more habitable portions of the apartment. Many other residents have done this without seeking formal municipal approval.

Enclosing and converting exterior balconies into interior living space also created ambiguity for the calculation of density under the FSI system.

In 1987, planning staff recommended that the 1976 recreation standards be reduced by deleting the requirement for personal (i.e. balcony) space. The 1987 report concluded that balconies could be provided if the market demanded them; but if the balconies were enclosed, they should be included as floor area in the calculation of density. City Council did not adopt the recommendations of the report at that time.

ii) The Consultants' Recommendations

The *Living Downtown Study* examined the application and effectiveness of the 1976 recreation standards in case studies of several buildings. The consultants' conclusions were that buildings constructed under the 1976 recreation standards provided very little outdoor space, and that the common indoor space was used "infrequently". Site visits to these buildings revealed exercise rooms with various problems, like broken (or even non-existent) equipment.

The consultants' review of planning controls in other cities found that only one of the five cities studied (i.e., Vancouver) requires residential developers to provide recreation space for apartment residents. Several cities require outdoor space in connection with residential development, and some have the interesting requirement that such space be "posted" to make residents aware of its availability and intended use.

The *Living Downtown Study* distinguishes between amenities obtained through private development for the general public (such as Section 41 Parkland contributions) and requirements for amenities for residents of the project itself. The consultants recommend that the City take a more active role in planning, budgeting, and providing "public amenities". (See also "Parks and Open Space" and on "Community Services and Social Planning, which are Chapters 5.3 and 7.3 of this report)

iii) Conclusion About Amenity Space

We believe that the conclusions of the *Living Downtown Study* respecting recreation and amenity space are valid. The current requirements create the worst of both worlds: they result in space that is large enough to cause built form problems, but generally not large enough to be useful and compete with the well equipped and programmed private health clubs or the YMCA. (See Chapters 5.3 and 7.5 for discussions of "Public Community Facilities", and "Open Spaces")

For these reasons, we recommend that the current By-law requirement for recreation space be replaced with a new approach to the provision of "amenity space" for residents of buildings, one that would generally require less space to be provided, but would provide regulations to improve the location and quality of the space. The reduction of the space requirement is consistent with general FSI reductions recommended elsewhere in this chapter.

iv) Shared Amenity Space

As recommended in *Living Downtown*, all residential buildings should be required to provide a combination of interior and immediately adjacent exterior "shared amenity space", either on the ground level or on a podium level. Such space should be designed to suit the needs of its most likely users (i.e. children and/or seniors). In addition, one "general purpose room", of a minimum size to be set out in our Final Recommendations Report, should be required in order to provide a location for social and business gatherings for apartment residents. This space should be located conveniently in the building, perhaps next to the laundry room or the lobby, and not in an out-of-the-way basement or interior location with no direct sunlight.

Living Downtown also recommends that developers should be required to make sure that these spaces are clearly recognized as communal "amenity spaces" by posting a prominently-displayed plaque which confirms the use as such. This recommendation is picked up in Chapter 7.3 "Social Planning and Community Services" of this report.

Up to a relatively low "maximum gross floor area" (to be set out in our final recommendations), these facilities should be exempted from the density calculations, so as not to penalize developers for providing them. Since much of this space will be exterior space, exempting the remaining, interior rooms will not have a significant effect on over-all density or built form.

Further work is needed to set appropriate standards for the size of the amenities recommended above (for inclusion in the Zoning By-law) and to develop design and locational criteria for the spaces (to be adopted by Council for the use of reviewing drawings under Section 40 of the Planning Act).

v) Amenity Space for Each Apartment

The *Living Downtown Study* also recommends that the provision of "personal recreation space" (i.e., terraces or balconies) be left to the market and not controlled in the City's Zoning regulations. At present, every unit is required to have such space. While the consultants recommend having no requirement for personal recreation space, we have not yet reached a conclusion in this matter. We have some concern that the present housing market, with demand being so much greater than supply, might not provide balconies even if residents want them, unless they are required by law. We need to study the issue more and hear from others before making a final proposal.

Above ground garages will be discouraged in the new regulatory system.

Market research, for example, has already indicated that the purchasers of apartments in the Toronto market are divided in their preferences for balconies. Some people prefer balconies; some do not. An argument could perhaps be made therefore for including a regulation that requires at least a portion of the units in each residential project to have balconies.

In any event, "enclosed balconies" should be counted in the density, since they are easily converted into "real" rooms in the unit, and since (being inside the building envelope) they have a greater impact on the overall bulk and massing of the building.

8.8.2.5
Parking Structures

As discussed in Chapter 5.2, "The Physical Form of the City", above-ground parking garages are usually obtrusive, disruptive, and antithetical to the creation of attractive, vibrant streetscapes. The regulatory system therefore, should contain policies that discourage above-ground parking structures and allow Council to pass Zoning By-laws to achieve this objective.

Consistent with this approach to lessen the impact of the private automobile in the City we will also be proposing that bicycle parking facilities be provided in new buildings and that for buildings over a certain minimum size changing rooms with showers be provided for cyclists as well.

8.9
OVERVIEW

Creating a new land use regulatory system for mixed-use areas is a very detailed and challenging task. While "densities" and other technical items covered in this chapter may seem esoteric and remote from "real life", they are, in fact, vitally important to shaping the City we want to create.

The decisions we make about "densities", "setbacks", "land-use categories", and so on, will have a critical impact on whether we enhance or diminish "the quality of life" we will share in tomorrow's Toronto.

9

The Geographic Implications of the Plan

9.1 INTRODUCTION

In previous chapters of this report we have addressed general policy directions and overall goals and objectives for the Official Plan. Taken together, the proposed Official Plan statements contained in those chapters set out a broad framework for the future development of the City. Because they must provide an overall policy framework, these statements may seem somewhat general. However, this level of generality should make it possible to achieve a high degree of consensus over these goals. Few people are likely to disagree, for example, with the need to improve the environment, build more affordable housing, provide better community services, acquire more parks and open space, or achieve excellence in urban design. These are all laudable goals that most people could readily endorse.

However, the Plan's implications become more immediate when the general goals are expressed in rules and regulations that affect individual properties, neighbourhoods and interests. And, not surprisingly, it is frequently at this implementation stage that disagreement will arise over the application, intent, and feasibility of the Plan.

This chapter of the Proposals Report describes how land use controls would be applied to various parts of the City based on the general policies outlined in previous parts of the report. The discussions that follow are not uniformly detailed or specific, both because studies of these areas are now at different stages in the approvals process, and because each such study must follow its own course of public consultation and review.

Section 9.2, "A Proposed New Land Use Plan for the Central Core", deals with proposed land use changes affecting the area known as the Central Core and generally outlines how the proposed new regulatory system for mixed-use areas described in Chapter 8 would be applied in the Central Core. It deals only with Official Plan designations and does not include zoning changes at this time.

Section 9.3, "The Waterfront: A Framework for Future Work", examines the current status of planning on Toronto's Waterfront from the CNE area in the west to Ashbridge's Bay in the east. It describes how the general principles and specific policies set out in this report, as well as other planning initiatives such as the Royal Commission on the Future of the Toronto Waterfront, will inform the development of area plans along this significant portion of the City. Initiatives discussed include the Gardiner/Lakeshore Transportation Corridor study, the area known as the Garrison Common, the East Bayfront Part II, the Port Industrial District, Harbourfront, the Central Bayfront, the Toronto Islands and the Toronto Island Airport.

Section 9.4, "A Land Use and Strategic Plan Beyond the Downtown", focuses on the implications of CityPlan '91 for areas outside the Central Core and Waterfront and outlines a work program for achieving, over time, the vision for the City that is embodied in the proposed new policies. This section identifies major areas of review and future change, such as dealing with obsolete designations including High Density Residence Areas and District Commerce Centres and implementing the Main Streets concept in the neighbourhoods. It also provides an overview of anticipated changes and issues that will need to be addressed in areas of the City such as Ataratiri, the Queen/Dufferin/Liberty, and the Don River Valley. Finally, this section summarizes the principles that will guide the ongoing review and reassessment of Toronto's future development.

The Railway Lands are not dealt with in this chapter because this area is subject to a separate Part II Plan which is currently being revised and because the report outlining the recommended changes to the Railway Lands Part II Plan has already been the subject of separate public discussion and review. The report, titled "Railway Lands Review: Proposals", dated March 1991, explains how the policies were developed in the context of the Cityplan '91 exercise and informed the development of the Railway Lands review.

As mentioned in previous chapters of this report, the major thrust of the Railway Lands review complements the Cityplan '91 proposals for extending the Financial District, and promoting housing. It also incorporates similar urban design, environmental, transportation and community building objectives.

9.2
LAND USE PROPOSALS FOR THE CENTRAL CORE

9.2.1
BACKGROUND

9.2.1.1
A New Emphasis on Quality in the Official Plan

In Chapter 8 of this report we reviewed the Official Plan and Zoning By-law designations introduced in 1976 in order to create and regulate development in Mixed Commercial-Residential Areas. In Chapter 8 we also proposed changes to this mixed-use regulatory system in order to correct some serious and long-standing problems, and to create a new system which would be better able to achieve the land use and urban design proposals recommended in other chapters of this report, particularly proposals to ensure both a stronger emphasis on height and a better "fit" between height and density assignments. This new regulatory system is intended, in summary, to provide better tools to respond to Torontonians' clear desire for higher standards of urban design and a more enjoyable, attractive and comfortable public environment.

In this chapter of the report we propose a new land use plan for the City's Midtown and Downtown districts, based on the new Official Plan designations recommended in Chapter 8. The realization of the new development pattern reflected in the proposed land use plan will involve the formulation and application of new zoning provisions to establish precise controls on building heights and densities, consistent with the directions described in a general way in Chapter 8. Certain urban design objectives proposed in Chapter 5.2 will also be expressed in the new Zoning By-law.

The distinction between matters to be dealt with in the Official Plan and those which will be included in the Zoning By-law is related to another critical distinction which should be emphasized at the outset of this chapter: the distinction between quantitative controls and qualitative visions. It is our belief that shaping the qualitative aspects of development is as important as imposing the quantitative regulations required to ensure equity and consistency in the private land market. We also believe that the Official Plan is the appropriate place to set out our qualitative objectives for the City, with a corresponding de-emphasizing of the "numerical" aspects of the Plan. The definition of "ceilings", or maximum densities, and the articulation and application of land use categories which incorporate these maximums are planning controls which Torontonians have historically demanded and valued, and such quantitative aspects were included in the new land use designations proposed in Chapter 8. However, detailed numerical and physical regulations are, in our view, most appropriately dealt with in the Zoning By-law, which is, after all, the legal document which must be complied with to obtain a building permit.

In keeping with this general approach, the changes to the existing land use map described in this chapter have been proposed in the context of our intention to place greater emphasis on the qualitative, as opposed to the quantitative, descriptions in the Official Plan. Consequently, the following discussion of the major objectives which have shaped the new land use proposals for the Central Core generally north of Front Street and the subsequent area by area description of the proposed plan do not include the level of specificity which will be included in the new zoning provisions. These will follow in our Final Report, to be produced after the people who live and work in the City, and the developers and builders, both large and small, who have been responsible for its physical construction have reviewed these proposals, and shared their reactions with us over the next several months.

9.2.1.2
Context for a New Land Use Plan for the Central Core

The built-up area of the Central Core north of Front Street is a rich and diverse amalgam of the best (and some might say the worst) urban experiences the City of Toronto has to offer. It provides us with the dynamic image of a City in transition, an evolving "organism" which is constantly subject to both significant and subtle changes, and to the sometimes conflicting aspirations of developers, residents, politicians, architects and planners. The Core is, in other words, a pretty convincing illustration of the fact that the contemporary City in a market economy is the physical result of a myriad of individual decisions. However, the approval of a new land use plan can set standards for, and put limits on, the scope of individual actions, and offers a significant opportunity to collectively and consciously direct these decisions in accordance with a public consensus about what is best for our City.

In the Central Core particularly, the reconciliation of past successes and failures with a new vision for the future is a daunting and difficult task. On one hand, a plan should acknowledge and maintain the complexity and contradiction that contributes to a vibrant downtown. On the other hand, it should give expression to an orderly and commonly understood set of expectations so that urban complexity and richness do not deteriorate into confusion and conflict.

Given the existing context of the Central Core, the new land use plan includes a range of responses to this challenge, from reinforcing the City's existing structure, to substantially redirecting it. But, at the risk of repeating ourselves, any plan is only as good as the desire and will to implement it. For this reason, the dialogue encouraged by the Cityplan outreach program will, no doubt, result in revisions to the proposed land use plan, in order to arrive at a collective vision whose merits will generate the will to seek its realization in the buildings, streets and parks of our City Core.

We hope that this public dialogue will also focus on the major objectives on which the new plan is based, because these principles will also guide the next phase of our work.

Section 1.3 of this report sets out "Themes of the 1991 Plan", which are elaborated in the policy discussions contained in Chapters 2 to 7. These themes will also be evident in the following discussion of major objectives for a new plan which addresses the particular requirements and context of the Central Core.

It should be noted that the boundaries of the proposed land use plan do not correspond exactly to the "official" boundaries of the Central Core shown on Map 1.1, which extend into the Railway

Lands and the Central Waterfront. As noted in Section 9.1 and elsewhere, the Railway Lands are the subject of a separate review, the results of which are contained in a separate Proposals Report released in March of this year. The complex planning context of the Central Waterfront is discussed in Section 9.3 of this chapter. In addition, the entire University of Toronto area is considered in this chapter, even though it extends beyond the western boundary of the Central Core, and portions of North Midtown beyond the Core boundaries are also included because the chapter deals with the North Midtown Part II Plan.

Map 9.1 shows the current Official Plan designations which now apply to the area under discussion, and Map 9.2 shows the proposed new designations.

9.2.2
Major Objectives for a New Land Use Plan for the Central Core

The following five major objectives provide direction for the development of our land use proposals, and will also provide criteria against which more precise zoning provisions can be evaluated in the next stage of our work:

i) To promote balanced growth in the Central Core;

ii) To build neighbourhoods, not just housing;

iii) To improve the quality of the physical environment;

iv) To acknowledge the existing built context and structure of the City; and

v) To provide for better transitions in height and density.

Each of these five objectives is discussed below.

9.2.2.1
Promoting Balanced Growth: Housing Intensification in the Central Core

One of the successes of the 1976 Central Area Plan has been a healthier balance between its competing functions as a location for office, residential and institutional uses. For example, the 1976 Plan more than halved the office development potential in the Core, and dramatically increased opportunities for residential development. It also made substantive changes to the land use controls and policies for institutional uses. The principle of "balanced growth" has been confirmed and reinforced throughout this Proposals Report, but in a somewhat more different way than in the 1976 Plan.

The 1976 Plan sought to relieve the pressures on the Central Area (particularly the demand for increased road capacity as the result of peak hour commuting by office workers who lived elsewhere) by promoting a policy of deconcentration and by limiting the growth in office space to the capacity of the transit system serving the Central Core. As discussed in Chapter 6 of this report, the assumption of a direct causal relationship between increased office growth and inbound commuting which informed the 1976 Plan has been replaced with an increased understanding of the role of Central Area housing (the "missing link") in the land use transportation "nexus". As a consequence, this Proposals Report sees the transportation demands of new office growth as an issue to be resolved through more complex policy initiatives than the 1976 policy of deconcentration. The long-term goal of our current allocation of land uses is to accommodate sustained development without incurring the social and environmental costs associated with increased long distance commuting.

Consistent with this goal, Chapter 7 of this report, which proposes revised office development policies, concludes that the Financial District and its recommended extension southward into the Railway Lands should continue to function "as the premier office centre in the City, the Metropolitan Area and the Region". Similarly, the proposed plan for the Core includes only one minor change in the boundaries of the existing Financial District, at its southeast corner, where densities are reduced to create a better transition between the tall buildings in the heart of the existing Financial District and lower-scale development in the East Downtown. The only other area (outside the Financial District) where the conversion of market residential to commercial office has been considered is the intersection of Toronto's two subway lines at Bloor and Yonge. Even here, such a conversion would be conditional on the landowners' contribution of land (or cash-in-lieu of land) for social housing within the Central Area, as discussed in Chapter 10.1.

In terms of residential development, which has been identified as the key to achieving the desired balance in the future development of the Central Area, there is little doubt that housing created in the Central Core since 1976 has had many positive effects: there is a more animated street life and a healthier, safer environment around the clock; more people live near, and walk to, work; a large variety of entertainment and commercial uses can be supported; and the pressure for redevelopment has been eased in adjacent low density neighbourhoods.

For these reasons, the new Plan for the Core continues to designate mixed-use areas, and to address the principle of balanced growth by reinforcing the residential character of the downtown neighbourhoods, including those encouraged in the mixed-use areas introduced in 1976. It should be noted, however, that residential reinforcement in the Central Core is not reflected in dramatic additions to residential development potential. To do so is neither necessary nor, in light of our urban design and neighbourhood building objectives, desirable. Indeed, significant revisions to the Central Area Plan have already promoted "residential intensification" by greatly increasing the number of units permitted in mixed-use areas under the FSI option for calculating residential density. As discussed in Chapter 8, the FSI option is now recommended as the only basis for calculating residential density in mixed-use areas, an approach which will allow greater flexibility in the type, size and overall number of new housing units to be permitted in mixed-use areas, and which confirms our commitment to residential intensification as a major theme for the new plan.

The desirability of residential intensification in the Core has also been affirmed by recommending mixed-use areas of 6 and 7.8 times the area of the lot where this is appropriate in the context of existing and desired urban form. In addition, as discussed in Chapter 8, the new zoning categories developed to implement the new mixed-use designations will be structured so that it will be possible to "tip the balance" toward residential in higher density as well as lower density mixed-use areas, wherever a primarily residential character is considered appropriate in terms of existing context and the availability of the necessary support services.

9.2.2.2
Building Neighbourhoods, Not Just Housing

Living in identifiable neighbourhoods need not be incompatible with living downtown. The notion of a traditional Toronto neighbourhood evokes images of low-rise residential communities of single family houses on tree-lined streets, with local and neighbourhood parks, and a wide range of community services and recreational opportunities. Remarkably for a City of Toronto's size and economic prominence, such-low rise neighbourhoods do exist in the heart of the Central Core, where the Central Area Plan and associated Part II Plans have been successful in protecting them from competing higher density residential and commercial development. The new land use proposals are also committed to preserving these unique downtown communities. However, the additional challenge facing us now is to plan more creatively and consistently for neighbourhoods at medium and high densities, in order to provide an equivalent "liveability" for residents in the Core's higher density neighbourhoods, which have multiplied as a result of the 1976 Plan.

Elsewhere in this report, specific policy initiatives are suggested to address this challenge. These include establishing more appropriate building types for higher density development, with particular emphasis on creating sensitive and pleasing relationships between the private and public realm; identifying and providing adequate community facilities and parks; promoting social equity and diversity within emerging neighbourhoods; and acknowledging and enhancing particular neighbourhood structure and characteristics.

Obviously, a new land use plan alone is incapable of achieving these goals and objectives. As a beginning, however, the following section of this chapter defines existing, emerging, and new neighbourhoods as geographically distinct precincts. Further, the new plan does not put additional strain on existing community facilities and parks by increasing residential permissions simply for the sake of increasing the "unit count" in the Central Core. Third, in order to encourage comprehensive neighbourhood planning as recommended by this report, we are proposing that the past practice of providing residential density bonuses in exchange for public benefits be abandoned. That process has often reduced neighbourhood planning to reactions to site specific proposals, with insufficient attention to more fundamental neighbourhood concerns. For this, and other reasons discussed in Chapter 10.1, the land use and density maximums in the new Plan and Zoning By-law will not include residential bonusing.

Finally, the new land use plan adopts a strategically different policy from the 1976 Central Area Plan, by explicitly designating existing public parks in the Central Core as Open Space. As indicated on Map 9.2, these are generally lands owned or leased by a government for parks uses, but also include several significant links to public open space which have been or should be reserved on private lands, through site specific approvals. The designation of these lands as Open Space is intended to signal the importance of local as well as regional parks and public open spaces in the City and set the stage for implementating urban design policies on surrounding lands intended to protect these spaces for future generations.

Two specific land use proposals which will, undoubtedly, generate what we hope will be constructive debate are the designation of Toronto

We propose to designate certain public lands like the Osgoode Hall lawns as Open Space.

Parking Authority Lot No. 1, just south of Bloor and east of Yonge, as a new public park; and the proposal to incorporate more public open space and community uses on the Ballet-Opera site at Bay and Wellesley. This latter site is well located benefit the high-rise neighbourhoods on Bay Street, and in Midtown, generally.

9.2.2.3
Improving the Quality of the Physical Environment

Our perceptions and judgements of the physical City strongly correspond to the quality and variety of its urban places. We seek out and value those of high quality and shun those which are inhospitable to our daily lives.

Our acknowledgement of the significance of pleasant and familiar urban places explains this report's strong emphasis on the public realm. In general terms, the proposed land use plan affirms the importance of the public realm by establishing density limits in order to control the sheer quantity of development. Although we acknowledge that density limits are a crude and, in isolation, inadequate tool, we believe that in a new and rapidly growing North American city such as Toronto, no other regulatory instrument has successfully replaced this fundamental and accepted control on private property rights. We would also like to ensure a much better "fit" between height and density limits, and have included in the new Official Plan designations proposed in Chapter 8 and applied to the Central Core in this chapter, maximum height ranges corresponding to certain maximum densities, where this height/density relationship is predictable. (Our decision to not attempt a height/density linkage for areas with a maximum density over four times was based on the findings and recommendations of *Cityplan '91 Background Report No. 21: Living Downtown*, as well as the need for further, more detailed study of the higher density areas, in context.)

In addition to establishing maximum densities, linked where appropriate to heights, the new land use designations proposed in Chapter 8 have been developed to permit a fine-grained range of zoning classifications. This approach is required by the complexity of the existing context and the need for reasonable transitions in form and scale.

The ability to achieve the built form policies recommended in Chapter 5.2, including new and more appropriate built form typologies for higher density neighbourhoods in mixed-use areas, is also critically dependent on a suitable fit between density and height, as the *Living Downtown Study* so aptly recognized. While much work remains to be done prior to the Final Report, case studies of typical conditions have been conducted to test the ability to achieve the built form objectives discussed in Chapter 5.2 under the use and density provisions of the proposed Official Plan designations set out in Chapter 8. The new allocation of these designations in the land use plan for the Central Core has been informed by the results of these studies, particularly where significant opportunities have been identified for the future application of urban design and physical form objectives, on a street wide, rather than site specific basis.

9.2.2.4
Acknowledging the Existing Built Context and Structure of the City

The Central Core is a rich aggregation of buildings, streets, lanes, and parks, within a complex infrastructure, both visible and buried. A new land use plan cannot afford to ignore this context, even when parts of it are inconsistent with our most desired outcome. We have not, in other words, ignored the physical and legal reality of this existing context, and have, in fact, acknowledged that it will influence the extent to which our major objectives can be realized from area to area. Factors such as the impact of the height and density of existing buildings, the proximity of major transportation systems and interchanges, the specialized economic or social role of defined "pieces" of the City, the local or regional or physical significance of certain existing landmarks, buildings and sites require that we seek to realize our objectives in a practical manner.

9.2.2.5
Providing for Better Transitions

One of the most striking physical characteristics of many parts of the Central Core, particularly outside the historic St. Lawrence Area, the Village of Yorkville and the low-rise residential areas, is incongruity in height, density, and land use, both within areas to which one land use designation applies, and at the boundaries between different designations. These differences are particularly striking where old and new buildings exist side by side.

There are many reasons for these kinds of abrupt differences, which are sometimes unavoidable and justifiable: i.e., the preservation of historic districts, housing pockets, and other areas of special identity has often resulted in low-rise elements surrounded by higher density areas which have, over time, been constructed around them. However, there are also radical differences in the density permissions and height controls introduced in the 1976 Plan where no such justifications apply.

The proposed land use plan introduces the new land use and density category entitled Medium Density Mixed-use Area, which, at six times coverage, provides a transition between the Mid-rise Mixed-use and High Density Mixed-use Areas, with maximum density limits of 4 and 7.8 times coverage, respectively. From a built form perspective, the introduction of a transitional designation is also consistent with the recommendations of the consultant study entitled ***Sun, Wind, and Pedestrian Comfort***, which are discussed in Chapter 5.2. This study emphasizes that abrupt changes in height between buildings are highly undesirable from a microclimatic perspective.

It is also noteworthy that the new Mid-rise Mixed-use designation, which is based on the four times coverage/10-storey height relationship identified in the *Living Downtown Study*, calls for a building type which is particularly well-suited to infill situations. This new "building typology" should help to establish a much needed moderating and transitional form of development in the mixed-used areas in the Core.

9.2.3
The Proposed Plan: Central Core Places

Cities are made of places, not Official Plan designations, unit counts or office absorption rates. Rules and regulations controlling the use of land are necessary to preserve what we love and value in our City, and to direct its future growth in accordance with our "urban aspirations". But Official Plan designations and zoning restrictions - not even height limits and "angular planes" - are sufficient to explain how we experience our City and what we want it to be. For this reason, the following description of the new Plan for the Core is "place-based". These places are shown on Map 9.3, and the following descriptions briefly set out our reasons for applying the designations defined in a more abstract way in Chapter 8 to the geography of the Central Core. These more descriptive sections are best read with reference to the current and proposed land use designations shown on Maps 9.1 and 9.2, respectively.

9.2.3.1
North Midtown

Yorkville and the surrounding areas north of Bloor Street between the Annex and Rosedale, which is referred to in planning documents as North Midtown, have a long and distinguished history in the planning and development of the Core. Through the North Midtown Planning Group, its articulate and concerned residents and business people were involved in creating the Central Area Plan, and their contributions to that effort have been refined and elaborated in the North Midtown Area Plan. This Part II Plan has been successful in articulating and preserving a creative balance between the interests of downtown residents and downtown businesses, both large and small. The changes proposed for this area are intended to build on past achievements, and not to disturb its fundamental soundness.

Yorkville Village, the commercial heart of North Midtown, is known for its small, fashionable shops, the low-rise character of its buildings, including many Victorian townhouses, and the network of busy sidewalks and through-block walkways. North Midtown also contains more residential mixed-use areas, like Hazelton Avenue, and "transitional streets", like Scollard. Even more solidly residential streets, like Roxborough and Collier, and valuable open spaces, like the new Asquith Park and the larger Ramsden Park, are also identified and protected in the proposed Plan.

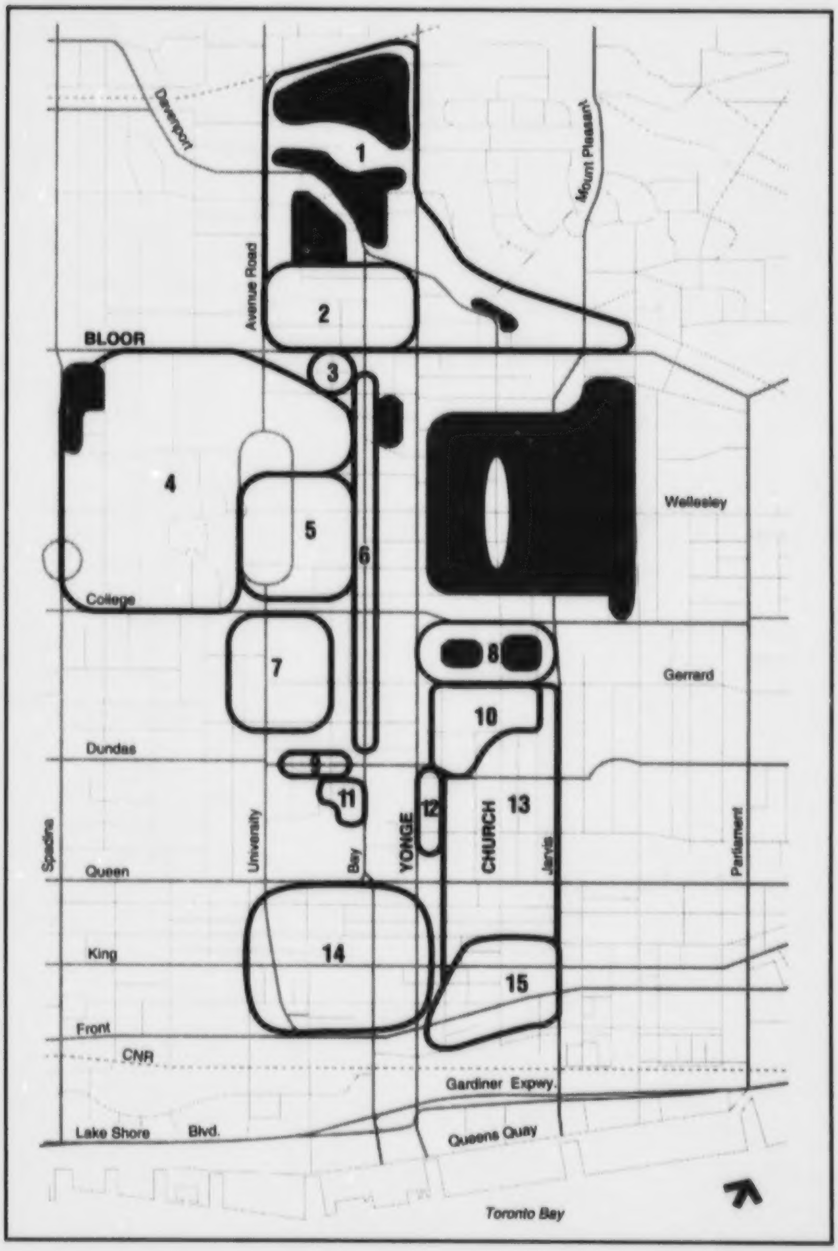
In an effort to reinforce the existing built form context of much of Yorkville, we have has introduced a Houseform Mixed-use Area designation in Chapter 8 which has been applied to mixed commercial residential areas of predominantly houseform scale, such as the west side of Yonge Street north of Ramsden Park; the east side of Avenue Road between St. Paul's Church and Davenport; Davenport Road south to Belmont Street; and Scollard Street.

The permitted above grade density of new buildings constructed in these Houseform areas would be reduced slightly from 2.5 to 2 times the lot area to ensure the retention of a houseform scale which we have found, through experience, generally cannot be achieved at higher densities. However,

Map 9.3
Central Core Places*

■ Midtown Residential Areas

1 North Midtown
2 Yorkville (Part of North Midtown)
3 Sultan/St. Thomas
4 University of Toronto
5 Queen's Park
6 Upper Bay Street
7 University Avenue Hospitals
8 McGill/Granby
9 Historic Chinatown
10 Ryerson (Part of East Downtown)
11 Lands North of City Hall
12 Theatre District
13 East Downtown (Includes 10 and 15)
14 Financial District
15 St. Lawrence (Part of East Downtown)


Davenport
Mount Pleasant
Avenue Road
1
2
BLOOR
3
4
5
6
Wellesley
College
7
8
Gerrard
10
Dundas
9
11
12
13
Spadina
University
Bay
YONGE
CHURCH
Jarvis
Parliament
Queen
King
14
15
Front
CNR
Gardiner Expwy.
Lake Shore Blvd.
Queens Quay
Toronto Bay

* as referred to in the text.

below grade commercial uses, also a characteristic of the area, would be exempted from the calculation of density, in order to avoid a penalty on commercial development and to recognize the area's existing commercial character. The important prohibition of "split level" entrances would remain, however, and access to below grade shops and restaurants would have to be provided inside the building in order to prevent disruptions and loss of public space on adjacent sidewalks.

Other mixed-use areas in North Midtown would have higher density permissions, including the areas in Yorkville which now have a special 3.2 times total density permission. These areas are given the new Low-rise Mixed-use Area category, with a total density permission of three times lot area. Zoning amendments to follow in our Final Report will set limits on commercial density in these areas, reserving a portion of the total density for residential use, in keeping with the objective of emphasizing housing in mixed-use areas.

The Low-rise Mixed-use Area designation would extend to the east side of Avenue Road north of Yorkville (now designated Low Density Mixed Commercial-Residential) to recognize the somewhat higher densities of existing buildings. And the portion of Davenport Road south of Berryman would also be designated Low-rise Mixed-use Area since, unlike the other portions of Davenport, there are few houseform buildings on these blocks. The new Low-rise designation sets a total maximum density of three times the lot area with a building height range of six to eight storeys.

The areas now designated Medium Density Mixed Commercial-Residential in North Midtown would generally be designated as a Mid-rise Mixed-use Area, where the FSI density is equivalent to the present mixing formula constant of four, but heights are intended to stay within the eight to 12-storey range.

A portion of the Low Density Mixed Commercial-Residential Area designation on the east side of Avenue Road between Cumberland Street and Yorkville Avenue would be included in the Bloor Street Medium Density Mixed-use Area with a density of 6.5 times lot area, in recognition of the higher density of existing buildings in this area, including the Four Seasons Hotel and Cumberland Court.

The North Midtown Part II Official Plan

The North Midtown Part II Plan referred to above was approved by the Minister in 1987, and is proposed to remain in effect to provide guidance for the qualitative review of development in the area. Particular emphasis will be given to the Area of Special Identity statements it contains. Some of the Part II policies, such as those pertaining to built form and ravine protection will also be reviewed in the context of policies respecting those matters which are proposed elsewhere in this report. Most significantly, the Land Use Map attached to the Part II Plan has been incorporated into the land use map recommended in this chapter, although modified as described above, including the open space designations in the Part II Plan.

9.2.3.2
The Bloor Street Area

The Bloor Street Area between Avenue Road and Church Street is the City's centre for high fashion retailing, and also contains offices and a substantial amount of housing in high-rise mixed commercial-residential buildings built since 1976. The area contains the busiest intersection of the City's two subway lines, and, consequently, is very well-served by transit.

The new land use plan applies the principle of "gradual transitions" for land use and density categories in the Bloor Street area. The highest density area, focused on the portion of Bloor between Yonge and Bay, but also including the four corners of the two main intersections, is designated a High Density Mixed-use Area, with a maximum FSI density of 7.8 times the lot area. The maximum commercial density would remain at the current level of 4.5 times, but this area has been identified as the only area outside the Financial District where the usual commercial maximum may be exceeded by converting residential potential to commercial in exchange for land (or cash-in-lieu of land) for social housing, for a parkland contribution above what is otherwise required, or for the provision of workplace day care. These issues are discussed more fully in Chapter 10.1 of this report.

The proposed 7.8 times density is higher than the 6.5 times presently permitted under the FSI option in the existing Plan. The proposed increase would recognize the existing context of higher density buildings already constructed in the area, as well as its extremely high transit accessibility.

East and west of the area to be designated High Density Mixed-use, Bloor Street is proposed to have a lower permitted density of 6.5 times the lot area. This density ceiling is equivalent to the present FSI maximum for the area, and we have determined that for most sites along Bloor Street in this area, buildings of this density can be designed which protect sunlight on the north sidewalk, an important physical design and environment objective.

Recognizing that these portions of Bloor Street contain more residential uses than the area between Bay and Yonge (i.e., 110 Bloor Street East; Renaissance Plaza; the Colonnade; the approved but not-yet-built Bloor Parc Condominiums; Rosedale Glen, etc.) the Zoning By-law will set lower commercial density limits for the portions of Bloor not included in the High Density Mixed-use Area, to promote new development which is predominantly residential.

The new Plan proposes that the lower density, Mid-rise Mixed-use Area designation be applied to areas around the High and Medium Density Mixed-use Areas described above. Sultan/St. Thomas, Charles Street East, Bloor Street east of Huntley Street are proposed for the Mid-rise category. Buildings with four times density and eight to 12-storeys in height would be permitted in these areas. Except for Sultan/St Thomas, these areas are now generally designated Medium Density Mixed Commercial-Residential with an FSI density maximum of the four times the lot area. The Sultan/St. Thomas area is now split between a Medium Density Residence Area and a Low Density Mixed Commercial-Residential Area designation and is subject to a Part II Official Plan statement.

The sidewalk on the north side of Bloor Street.

The Sultan/St. Thomas Area of Special Identity

The 1980 Part II Plan for Sultan/St. Thomas contains policies to guide development in the small area southwest of Bay and Bloor Streets. However, the wording of the "Area of Special Identity" statement in the Plan has proven difficult to use in the review of recent development projects in the area, and the Ontario Municipal Board has recently approved two hotel projects, including the Jasmac Hotel at 3.9 times density. Other than the building at No. 6 and 8 St. Thomas Street which Victoria University has agreed to retain, there is only one development site remaining in the area (5-9 Sultan Street). In view of the development permissions granted by the Board and the fact that only one development site remains, the area is now proposed to be designed as a Mid-rise Mixed-use Area with a total density of four times lot area with a height range of eight to 12-storeys.

The "Area of Special Identity" statement should be simplified to express essential, clearly stated planning objectives on such issues as retention of historic buildings (in a three dimensional context, rather than merely as facades) and use limitations to maintain the comparatively quiet ambience of the area, in contrast to the busier Bay/Bloor intersection. In addition, the now very small "Area of Special Identity" should be expanded to include both sides of Sultan Street. Redevelopment is proposed for two sites on the north side of Sultan; for the Windsor Arms site on the west, and the Provencal site on the east side of St. Thomas. The "Area of Special Identity" should include all of these sites.

The eastern portion of the Bloor Street Area includes Parking Lot 1, located near Yonge and Bloor between Charles and Hayden Streets. This surface lot is operated by the Parking Authority of Toronto and is part of a study now underway to determine the appropriate use for the four surface parking lots between Hayden and Maitland. Lot No. 1's relatively wide frontage on two streets; its one-acre size; and its location near a high density office concentration, substantial residential development and opposite a major new subway entrance makes this piece of land particularly suitable as public park. Moreover, it is in an area recognized as park-deficient on Map 5.8 of this report.

The objective of converting Parking Lot 1 to a park should be seriously considered when developing a plan for Lots 1 to 5 in consultation with the Parking Authority, other civic officials, and the community.

9.2.3.3
The Midtown Residence Areas

Because significant portions of Midtown, fortunately, have not undergone large-scale redevelopment, "pockets" of houseform buildings used for residential purposes still remain intact. These small, downtown, low-rise neighbourhoods were designated by the 1976 Plan to protect their residential character, and we do not propose to change this policy in the new Plan.

By and large, the FSI densities permitted in the residence districts (with a maximum of three times the lot area) are appropriate. However, as in the mixed-use areas, the Zoning By-law height limits for the Residence Areas should be reviewed to achieve the physical design and environment objectives described in this chapter and Chapter 5.2. Protection of sunlight on to the streets, yards and public open spaces in these areas is a high priority.

In two cases, the boundaries between residence and mixed-use areas are proposed to be shifted somewhat to reflect recent land use developments. At Church and Charles Street East, for example, the southeast and southwest corners of the intersection are included in the Mid-rise Mixed-use Area proposed along Charles Street East. The Paxton Place condominium on the southeast corner of this intersection already contains a commercial component, and the building on the southwest corner is operated as an apartment hotel.

At Mutual and Wood Streets, the curvilinear boundary of the Residence Area extending south of Wood Street is proposed to be "squared-off" at Wood Street, bringing the Mid-rise Mixed-use Area in line with its northerly boundary east and west of the Residence Area, and including the Wood Street parking lots in the Mixed-use Area. The Ontario Municipal Board has recently issued an interim decision supporting a density of four times the lot area for a project proposed on the easterly parking lot on Wood Street.

The McGill/Granby Medium Density Residence Area designation, west of Church Street, is proposed to be enlarged to include all of the houseform residential buildings on the side streets.

McGill/Granby Part II Official Plan

The McGill/Granby Part II Plan, adopted by City Council in April 1983, affects the area bounded by Carlton, Yonge, Gerrard and Jarvis Streets, which includes two clusters of houseform buildings located east and west of Church Street. These "housing pockets" are designated Medium Density Residence Areas and are surrounded by mixed-use buildings at greater densities and height. The Part II Plan designates the area as an Area of Special Identity and encourages the preservation of the houseform buildings within the Medium Density Residence Areas and their continued use for housing. It also contains policies to ensure that the development of new buildings in the surrounding mixed-use areas minimizes adverse impacts on the two Medium Density Residence Areas.

In response to a request from the McGill/Granby Village Residents' Association in the fall of 1989, a massing and built form study was initiated to review the Part II design guidelines. We propose that the general policy statements of the McGill/Granby Part II should remain. At the next stage in the Cityplan '91 process, new zoning provisions and guidelines regulating setbacks, height and other aspects of built form will be proposed, following the completion of the built form study, to ensure that planning objectives encompassing both community concerns and urban design principles can be achieved.

9.2.3.4
The Institutional Areas - The University of Toronto, Ryerson, Queen's Park and the University Hospital District

The University of Toronto and its federated and affiliated institutions, together with the Provincial legislature and office buildings, the University Avenue Hospitals and Ryerson are all major components in the land use "structure" of the Central Core, contributing in a major way to the economy and culture of the City. The Universities and Legislature precincts, in particular, also provide significant and highly valued open spaces and historic architecture.

These lands, designated Institutional District in the 1976 Plan, have been given separate designations in the 1991 Plan as shown on Map 7.5. The Women's College Hospital, now included in a High Density Mixed Commercial-Residential Area (HDMCRA), is proposed to be included in the University Avenue Hospital Area.

The open spaces north and south of the Legislature Building and the Toronto General parkette on Elizabeth Street are proposed to be designated as Open Space in the new Plan, recognizing their importance to Core Area residents and workers.

Policies pertaining to these areas, including proposals to carry out more detailed Part II Official Plan studies, are described in Chapter 7.6 of this report.

Ryerson Polytechnical Institute campus.

9.2.3.5
Yonge Street

Famous as "the longest street in the world", Yonge Street is a key element in the land use pattern and physical structure of Toronto's Central Core. From Queen Street north to Bloor, it is the focus of Toronto's youth culture with nighttime and weekend entertainment facilities. The relatively fast turnover of many stores further contributes to the street's dynamic image. The low scale character of most of the buildings, many of which are historic, creates interesting walking conditions on the sidewalks, which are, unfortunately, narrow, even by Toronto standards.

The 1976 Plan sought to protect what it considered a "unique resource" by designating Yonge Street as a Low Density Mixed Commercial-Residential Area. The street thus remains as it was 15 years ago, with small ownership parcels, retail uses at grade and the occasional residential use in the upper storeys.

Despite its lively character and its special place in Toronto, parts of Yonge street are definitely shabby. With investment in the area, and thoughtful site planning, including the preservation of historic buildings, this tarnished image could be improved, without sacrificing the area's dynamic character.

Parts of this significant thoroughfare are good candidates for the City's "Main Streets" approach, where residential intensification is to be encouraged above stores. We do not believe that the present density (2.5 times the area of the lot) is sufficient incentive to encourage redevelopment along these lines, so the new plan proposes a Low Rise Mixed-use designation which would increase the density to three times lot area.

Yonge Street.

9.2.3.6
Upper Bay Street (Dundas and Bloor Street)

High rise apartments on "upper Bay Street".

Despite its somewhat stuffy image in the Financial District, upper Bay Street is actually becoming a significant residential street. While the very high residential densities proposed in the past are no longer considered appropriate, the concept of a residential corridor is still valid for this portion of Bay Street, and this Plan designates "upper" Bay Street from Dundas to Bloor as a predominantly residential area. The Zoning By-law will set lower commercial densities to ensure that new buildings are consistent with this objective.

The high-rise apartment buildings on Bay Street between Bloor and Wellesley (including the Polo projects and 1001 Bay Street) have not received good reviews for their physical form. In fact, these buildings were identified in the *Living Downtown Study* as examples of development that emphasized the "private" to the detriment of the "public" realm. Despite their "bad press", these buildings have contributed to the residential intensification of Toronto's Core, and have also established density precedents in this area well above the four times allowed under the current FSI provisions of the Plan.

Accordingly, we propose to designate the part of Bay Street, north of Grosvenor Street, as a Medium Density Mixed-use Area, permitting a total density of 6 times the lot area. Generally, the six times density can be constructed with appropriate consideration for the design and environmental effects on streets and public areas. From Grosvenor south to Dundas, the total proposed density is 7.8 times, reflecting the current designation, and allowing for sunlight penetration on the east side of the street. The portion of Bay Street south of Dundas is not considered a primarily residential area.

The open space to be secured as part of the St. Michael's College development at Bay and St. Joseph is designated as such on the proposed Land Use Plan. And, in keeping with the objective stated in this report to provide new open space and community facilities in the Central Core to accommodate the growing residential population and make up for existing deficiencies, serious consideration should be given to including a significant Bay Street park, and possibly a school, on the 4.4 acre Ballet-Opera site at Bay and Wellesley, if the Ballet-Opera project does not proceed or is dramatically downsized. There are very few other large, publicly owned sites in the Central Core.

The blocks east of Bay Street south of St. Joseph Street are included in a Mid-rise Mixed-use Area and will retain the four times FSI density available in the current designations. This is as an appropriate mid-block density to achieve urban design objectives for the east/west side streets and a transition from the higher (six times) density proposed for Bay Street north of Grosvenor to Yonge Street.

9.2.3.7
Church Street Area

Church Street is another important north/south "spine", connecting the St. Lawrence area in the south and Ryerson, and acting as the "village main street" for the high-rise apartment neighbourhood in South Midtown.

The new Plan designates most of Church Street as a Low-rise Mixed-use Area, emphasizing its "Main Street" role as a shopping area with residential uses above. The small density increase proposed from 2.5 to 3 times coverage will provide a housing incentive. For the blocks adjacent to the McGill/Granby housing pockets the street is proposed to be "down-zoned" from four times (in the present Medium Density Mixed Commercial-Residential Area designation) to three times density. This would provide a consistent designation along Church Street and to protect the adjacent housing pockets from overlooking and overshadowing of higher density development otherwise permitted in the Medium Density Mixed Commercial-Residential Area designation of the current Plan.

The Church Street Part II Official Plan

The Church Street Part II Plan, adopted by City Council in May 1982, applies to Church Street, generally, between Gloucester and Alexander Streets. An Area of Special Identity statement describes the area as a low-scale, traditional shopping street, with houses abutting commercial properties, or dwelling units above stores. The objectives of the Part II, and its accompanying Zoning By-law amendment and design guidelines, are to reinforce the existing retail uses in order to enhance the area's role as a shopping district, and also to protect the residential uses to the extent possible.

The general provisions of the Part II are to be maintained by the new Plan and the details of the Zoning By-law altered where necessary to reflect this intent.

Church Street in this area is proposed to be classified as a "priority retail street" where the street frontage at grade would not be used for purposes other than street-related retail and services. (See Chapter 7.5). Because of this new policy, the zoning incentives for retail use, introduced in the Part II, would not be needed and could be deleted.

Church Street near McGill/Granby.

9.2.3.8
The North Downtown

The North Downtown area is bounded by College, Yonge and Queen Streets and by University Avenue, and is characterized by diverse uses, including hospitals, government offices and courts of law, a regional shopping centre, Old Chinatown, and hotels, offices and residential buildings of varying scales. Certain assembled blocks, particularly those between Bay and Yonge Streets (e.g., College Park, Eaton Centre) have evolved into high density mixed-use or commercial developments. Other parts of the North Downtown, especially along Dundas and Elm Streets,

Eaton Centre.

are characterized by small-lot ownership and smaller buildings.

Many significant heritage buildings co-exist with more recently constructed high density developments in this area, sometimes comfortably, but at other times, uneasily, largely because of differences in scale. These historic properties include small houseform buildings on Elm and Gerrard Streets, the Bus Terminal, the old Sick Children's Hospital, Osgoode Hall, New and Old City Halls, Holy Trinity Church, the Terauley Street Hydro Station, portions of College Park, and the Red Cross Society Building at 67 College Street.

The 1976 Central Area Plan Review made note of the extreme diversity of use, character and scale in the area, a pattern which is still prevalent today. With the exception of the Yonge Street Strip, Chinatown on Dundas Street west of Bay, and the Hospital Area along University, the thrust of that Plan was to create a High Density Mixed Commercial-Residential District, "featuring apartments at high densities, office space at medium densities, retail stores and local parks..." As a consequence, the overall pattern of land use within the North Downtown has evolved since 1976 to include substantial new residential buildings, such as The Liberties on Bay and Horizon on Bay, as well as new commercial development. In 1976, the North Downtown had 59 residential units. Since 1976, approximately 3,400 additional units have been built or approved within the area.

Despite its success in promoting such a dramatic increase in residential development, the 1976 Plan did not establish a coherent pattern for the North Downtown. One possible reason for the lack of success in making this area "hang together" was the lack of direction inherent in the High Density Mixed Commercial-Residential designation, and the absence of a clear vision of the character, scale and form of new buildings built under this designation.

The focus of the proposed land use plan for the North Downtown is to encourage its consolidation into a coherent mixed-use neighbourhood, with a strong residential emphasis both outside of the institutional districts and, north of Dundas Street. The cultivation of "neighbourhood" will require the provision of adequate open space and community services and facilities for both the residential and worker populations. The existing diversity of physical forms, scales and uses must be dealt with by creating transitional zones and rigorous urban design standards. The following area descriptions provide some indication of the directions to be pursued.

University Avenue between Queen and College Streets

We endorse the 1976 Plan's effort to preserve the monumental character of University Avenue. In view of the fact that this area is almost fully developed for office uses, and, north of Elm Street, for institutional uses, it is not considered a practical location for new residential development.

Bay Street between Queen and Dundas

The Bay Street residential corridor north of Dundas Street has already been described. South of Dundas, the 1976 Plan designated Bay Street as High Density Mixed Commercial-Residential Area, with the exception of the northwest and southwest corners of Bay and Dundas, which as the eastern limits of Old Chinatown, were designated Low Density Mixed Commercial-Residential.

We propose to keep the high density designation along Bay, where it has been determined that a density of 7.8 times would allow for sunlight penetration on the east side of the street, consistent with the objectives described in Chapter 5.2 of this report. The density of the Bay-Dundas corners should be increased from 2.5 times to

7.8 times to maintain consistent scale and form along the corridor.

Dundas Street - Old Chinatown

The '76 Plan designated most of Dundas Street between Centre and Bay Streets as a Low Density Mixed Commercial-Residential Area, in order to maintain its low rise form and bustling and distinctive retail character. To date, the pattern of land uses has remained relatively stable, and, until recently, has been characterized by smaller parcels under separate ownership. The main focus of the Chinatown area has now moved west, however, and many of the smaller parcels are being assembled.

On the south side of Dundas from Centre to Bay Street, and on the north side of Dundas from Elizabeth to Bay Street (but excluding the lots closest to Bay Street in alignment with the Bay Street "corridor"), we would propose that the density be increased to four times the lot area. The increase would acknowledge the changing character of the area, but would still permit appropriate sunlight conditions on the street.

East Side of Yonge between Queen and Dundas

The lands bounded generally by Dundas, Victoria, Queen and Yonge Streets are, with two exceptions, now designated as a High Density Mixed Commercial-Residential Area. One exception is the Low Density Mixed Commercial-Residential district immediately south of those lands bounded by Dundas Street East, the north-south lane, Dundas Square and Yonge Street; the other is the parcel at the northeast corner of Yonge and Queen which is considered part of the Financial District.

We propose to introduce a new transitional area starting midway through the block north of Shuter Street. East of the north-south lane the current High Density Mixed Commercial-Residential (7.8 times) designation would be replaced by a Mid-rise Mixed-use Area designation extending to Dundas Street East. West of the north-south lane, the High Density Mixed Commercial-Residential designation would be replaced by the new Low-rise Mixed-use Area designation (three times coverage and four to six storeys), which also extends to the west side of Yonge Street north of Dundas, as described in Section 9.2.3.5. Besides providing for a transition in density the Low-rise designation also recognizes the function of Yonge Street as an important "Main Street" and the special character of the streetscape at this location.

The Theatre Block

Much of Toronto's late 19th century theatrical heritage has been revived to serve 20th century performing arts needs and aspirations within the geographical area known as the "Theatre Block". This district contains Massey Hall, the renovated Pantages Theatre, and the Elgin and Wintergarden Theatres, many superb examples of historic commercial architecture and retail uses reflective of the Yonge Street Corridor.

In 1988, City Council adopted a Part II Plan for the Theatre Block South, which is by bounded Yonge, Queen, Victoria and Shuter Streets. Recent initiatives by City Council have taken the first steps in translating the objectives of this Part II Plan into reality by, among other matters, approving the renovation of a fine historic bank structure into the offices of the Toronto Historical Board.

The new land use plan embraces the objectives of the Part II Plan, and its specific implementation policies. For example, while these proposals recommend the deletion of the "small sites" density transfer policy contained in the 1976 Plan, the performing arts density transfer policy added later is to be retained in the Theatre Block South, as discussed in Chapter 5.4, in recognition of the importance of the public objectives and benefits to be secured. However, certain changes are proposed to the designations currently in place for the Theatre Block North, as shown by a comparison of Maps 9.1 and 9.2.

Two Blocks West of Yonge and East of Bay, between Walton and Edward Streets

These two blocks are currently designated High Density Mixed Commercial-Residential (with a 7.8 times density cap). The existing land use pattern is characterized by smaller parcels under separate ownership. Along Elm Street, a strong streetscape is formed by several houseform and heritage buildings at low densities. One of the larger developable parcels, now occupied by the World's Biggest Bookstore, is built to less than two times coverage.

A six times transition area (a reduction from the existing 7.8 times) is proposed on these lands, in order to mediate between the Yonge Street strip and the higher density area as on Bay Street. A density of six times will still represent an increase over the majority of existing buildings in this zone (except 25 Elm Street). Although optimal sunlight penetration on east-west streets will not be achieved at six times density, the proposed reduction will help to achieve better light, view and privacy standards, given the locations and dimensions of remaining developable sites.

Lands west of Bay Street and East of University Avenue between College and Dundas Streets

As already described, the new plan proposes that Bay Street north of Dundas be maintained as a high density, primarily residential corridor, and that the high density designation along University Avenue remain.

The new Medium Density Mixed-use (six times) transition area designation is proposed on lands between these two high density corridors. The transition area excludes the hospital zone and parcels fronting on College and Dundas but includes the Rotary-Laughlen senior citizens' home at the northwest corner of Elizabeth and Edward Streets.

While certain parcels in this area are already built up to densities which exceed the proposed six times cap, most are not. The south edge of the proposed transition zone, which takes in the south side of Edward Street, will provide an appropriate transition in scale from the proposed Dundas Street density of four times. North of Edward Street, the six times designation is intended to create a lower scale residential pocket between the higher density Bay and University corridors. Adjustments to building heights in the Zoning By-law are intended to deal with the issue of preserving heliport flight paths to and from the Hospital for Sick Children.

The inclusion of the Rotary-Laughlen Centre (a residential building for senior citizens, with a density of under four times coverage) in the six times mixed-use area, and its consequent removal from the hospital institutional area, represents another change from the existing Official Plan.

Lands North of City Hall

The lands north of City Hall and south of Dundas Street are currently designated as High Density Mixed Commercial-Residential with a 7.8 times density cap. The existing land use pattern includes City offices and surface parking lots on the east side of Elizabeth which are slated for redevelopment, and a hotel and Cityhome building on the west side of the street.

It is proposed that a six times transitional area (a reduction from 7.8 times) be introduced on these lands, except for the Holiday Inn property, to mediate between the high densities of University Avenue and the Mid-rise designation proposed for parts of Dundas Street. The six times density would still generally represent an increase over the densities in the existing buildings located in this area, and would permit the preservation of the critical view corridor between the two towers of New City Hall.

9.2.3.9
The East Downtown

The East Downtown is bounded by Gerrard, Jarvis, The Esplanade and Victoria Streets. Recognizing that East Downtown could become a unique Core Area neighbourhood, City Council authorized the establishment of the East Downtown Working Committee in May 1989. The Committee is made up of 11 dedicated people, including municipal politicians, as well as resident, business and institutional representatives.

Between September 1989, and September 1990 the committee met regularly to develop a framework for a Part II Plan for the East Downtown. In April 1990 the focus of the Committee shifted to defining policy directions for East Downtown to be considered by staff in developing a new Official Plan for the Central Area.

The Committee directed the production of a series of background reports entitled *East Downtown Community Profile*, *East Downtown Working Committee Visioning Exercise*, *East Downtown Visioning Workshops*, and *East Downtown Review of Existing Community Services and Facilities*.

A number of challenging issues related to future land use, transportation, urban design and the arts were debated. Given the range of interests represented by Committee members, it is not surprising that not everyone concurred about everything, and there were certainly sharp disagreements. But more striking was the consensus which emerged on most issues. Many of the Committee's goals and objectives for the East Downtown are reflected in the recommended changes discussed below and elsewhere in this report, and we would like the Committee to be involved in the upcoming public outreach program.

Currently, the East Downtown lacks a clear or coherent identity and is defined by unrelated pockets of development dominated by commercial and institutional land uses. The overall land use pattern in the East Downtown has not changed fundamentally since 1976, although there has been a significant increase in the amount of residential development, particularly south of Queen Street.

At present, higher density office uses are concentrated in the southwest quadrant of East Downtown, directly adjacent to the Financial District. The one exception is the Sears Canada Ltd. headquarters on Jarvis Street. Lower density office uses are found along Queen, Church and Front Streets, typically in low-rise, small-scale buildings and converted warehouses.

Retail activity is concentrated in the area south of Queen Street, particularly in the St. Lawrence Historic District, with another important retail concentration along Church Street, where pawnshops and camera stores dominate.

Church Street in East Downtown.

Institutions are dominant north of Queen Street, including such major facilities as Ryerson Polytechnical Institute, St. Michael's Hospital, Metropolitan United Church and St. Michael's Cathedral. South of Queen Street, the major institutions are St. Lawrence Hall and Market, St. James Cathedral and the St. Lawrence Centre.

Residential development in the East Downtown is primarily composed of apartment buildings, including concentrations of apartments in the St. Lawrence Historic District and along Jarvis Street. Since 1976 the number of dwelling units in the East Downtown has increased from 390 to approximately 1,670. Further, if all the developments which were approved since 1976 but not built and those presently at various stages within the planning approval process were to be built, then approximately 3,800 additional dwelling units would result. This would still leave in excess of 30 sites which are not currently the subject of development applications, but which have redevelopment potential. Most of these potential development sites are located north of Queen Street.

The focus of the proposed land use plan for this community is on promoting East Downtown as a stable, mixed-use neighbourhood with a residential emphasis. The specific proposed changes recognize that, on the whole, current densities and land use permissions are satisfactory. However, changes are required to increase the residential development potential and affect smoother transitions in density and corresponding building height.

The specific areas where change is proposed are as follows:

Ryerson Polytechnical Institute Lands

Lands presently owned by Ryerson Polytechnical Institute will be designated University Area, as discussed in Chapter 7.6 of this report. Through the Part II Plan Process, measures will be developed to, among other things, protect existing open spaces, heritage structures and significant views which give the Ryerson campus its special character.

Sears Warehouse, Cathedral Square and Cooke's Church Blocks

Currently designated Medium Density Mixed Commercial-Residential with a maximum FSI density of four times coverage, these three "blocks", bounded by Gould, Mutual, Queen and Dalhousie Streets, are proposed to be designated Medium Density Mixed-use Areas with a maximum density of six times coverage.

The proposed increase in density reflects buildings already built (Sears Warehouse) or permitted by site specific by-laws (Cathedral Square, Cooke's Church). These higher densities are considered appropriate, primarily because of the large size of the respective lots, which creates opportunities to achieve various planning objectives and provides site planning flexibility. For example, guidelines followed in the development of the Cathedral Square proposal will ensure that the approved development will preserve sunlight on the north side of Dundas Street East, provide a three- metre setback along Mutual Street, thereby improving the pedestrian environment, and a publicly accessible open space including a pedestrian walkway to link Mutual and Dalhousie Streets. Once developed, these three blocks will accommodate over 1,500 dwelling units and will function as the residential heart of this emerging community.

St. Michael's Hospital

The block bounded by Shuter, Bond, Queen and Victoria Streets, which accommodates St. Michael's Hospital, is currently designated a Medium Density Mixed Commercial-Residential Area (four times coverage). We propose that this block be designated Medium Density Mixed-use Area (six times coverage). The proposed density more closely matches that of the existing building and will create an area of transition between the mid-rise areas to the north and east and the high density areas to the south and west. According to its current building program, St. Michael's Hospital is to be substantially rebuilt on its present site.

Properties Abutting Church Street and Dundas Street East

Those properties fronting Church Street and Dundas Street East in the East Downtown which are currently designated as a Low Density Mixed Commercial-Residential Area are proposed to be re-designated as Mid-rise Mixed-use Areas, with an increase in density from 2.5 times to 4.0 times coverage. Simply put, there are no compelling reasons to keep the density low in these locations. For the most part, the buildings within these low density areas are not distinctive and exhibit no special character individually or as a group. Further, the areas behind these frontage properties are also designated medium density.

The proposed increase in density will permit increased housing opportunities, in accordance with proposals for residential intensification. Height and setback restrictions will permit the maximum proposed density, while preserving sunlight and a comfortable scale befitting the intended function of Church and Dundas Streets as pedestrian-oriented shopping streets serving this emerging residential community.

Lands South of Queen Street East, North of Adelaide Street and West of Church Street

The existing high density (7.8 times) corridor east of Victoria Street, between Queen to Wellington Streets, abuts the Financial District to the west and a medium density area to the east, south of Adelaide Street. North of Adelaide Street, the high density area abuts properties designated Low Density Mixed Commercial-Residential Area which front onto Church Street.

The change from low to high density north of Adelaide Street in the existing Plan is disturbingly abrupt. Consequently, we are proposing to provide for a transition in density, land use and building height from Church Street westward by replacing the low density (2.5 times) designation adjacent to Church Street with a Mid-rise (four times) designation as previously discussed; and by introducing a Medium Density Mixed-use Designation at six times coverage adjacent to the four times designation to replace the current 7.8 times designation. New building heights would also be established in the Zoning By-law to reflect the transition in maximum permitted density.

In addition to providing an area of transition, the lower six times designation south of Queen Street East would better preserve sunlight on the leased public open space in front of the Metropolitan United Church should the affected properties be redeveloped.

In summary, changes in density, building height and land use recommended in this Plan for the East Downtown are aimed at creating a more comfortable residential environment, and promoting increased residential development where that is appropriate.

Most new residential development will occur in mixed-use buildings developed at medium density centred on Mutual Street, between Queen and Gould Streets, resulting in a more even balance between market and social units.

It is not anticipated that new office construction will be substantial in East Downtown. Most of the new offices that locate here will likely be small

St. Lawrence Historic District (East Downtown).

professional and business offices. Most of the space built as commercial will probably be retail shops, primarily serving the anticipated residents. Church, Dundas, Queen, Wellington and Front Streets will become the focus of retail activity in East Downtown.

Existing institutions in the East Downtown are expected to remain stable over the life of this Plan, although Ryerson Polytechnical Institute may consolidate and slightly expand its campus territory south, toward Dundas Street. St. Michael's Hospital is being substantially rebuilt on its present site and the Sisters of St. Joseph are currently proposing to develop a social housing project on lands which now accommodate hospital uses.

Warehouse and industrial uses in the East Downtown will continue to be displaced. New uses for space within the Sears Warehouse which is not intended to be converted to residential uses will have to be carefully assessed. Uses which will be considered positively include those community service uses for which there has been a demonstrated need, including a public elementary school.

There are two public parks in the East Downtown: St. James Park, adjacent to the Cathedral; and Berczy Park, located west of the junction of Front and Wellington Streets. There is another major green area located north of Queen Street at Church, which is considered "quasi-public", because it is owned by the Metropolitan United Church and leased to the City. Anticipated increases in residential population will require that the Metropolitan United Church open space be secured, and that additional park space be acquired north of Queen Street, as discussed in Chapter 5.3 of this report.

The public recreational use of lands within the Ryerson campus, particularly the Quadrangle, should also be encouraged by improving public access. Likewise, improved public access to the grounds and sitting areas surrounding St. Michael's Cathedral should be encouraged.

The Financial District.

9.2.3.10
The Financial District

The Financial District, as the name implies, is the Central Core's prime office location, including the headquarters of banking and other financial institutions. It has the best transit service of any area in the City and has been developed with high-rise towers that distinguish the City's skyline. As discussed in Chapter 7 of this report, the Financial District is a unique asset, and we do not propose any reduction in permitted development density for this area. The total density is 12 times, with a commercial maximum of eight times. As discussed in Chapter 10.1, we are proposing to put in place in the Official Plan, a bonus policy for the Financial District to permit the conversion of residential to commercial development potential in exchange for the provision of land for social housing, workplace daycare and/or parkland provided in addition to any parkland which can be required under Section 41 of the Planning Act.

9.2.4
NEXT STEPS

This chapter and the preceding one which discusses a new regulatory system for mixed-use areas, have set out principles and directions for changes to both the Official Plan and the Zoning By-law. A considerable amount of additional work is required to prepare these amendments, including, of course, assessing and preparing responses to the feedback on these principles and directions from City residents and the architectural, planning and development communities. In view of the complex nature of this work, it may be helpful to conclude this chapter with a summary of what remains to be done.

9.2.4.1
Work Required Prior to Completion of the Final Report to Put a New Land Use Plan in Place

i) Public outreach to receive and consider reactions to principles and directions outlined in this report.

ii) Preparation of "generic" (i.e., general non-area specific) amendments to the Part I Official Plan and Zoning By-law.

These amendments will put in place the changes to the regulatory system recommended in Chapter 8, involving new Official Plan and Zoning By-law designations, height and other built form controls, amenity space, noted uses, etc. These "generic" amendments will not be geographically based, but are required to create the new system which will be applied to the geography of the Central Core.

iii) Application of new Official Plan designations to the lands shown on Map 9.2, resulting in a final recommended version of that map.

iv) The preparation of a Zoning By-law map(s) for the Central Core.

In carrying out this work, we will continue to be guided by the major objectives set out in Section 9.2.2 of this report.

One of the primary tasks inherent in this component of the remaining work will be to determine height limits, especially for the Medium and High Density Mixed-use Areas and the Financial District, for which no maximum heights have been identified as yet. (As the *Living Downtown Study* found, there is no predictable relationship between height and density for residential development over four times coverage.) Height limits will have to be determined, therefore, on the basis of physical planning objectives and studies, such as those discussed in Chapter 5.2 of this report.

It will also be necessary to determine whether, in all cases, land should be zoned up to its Official Plan maximum. The *Living Downtown Study* recommended the application of a "base zoning" of four times coverage and 10 storeys, which could be increased, up to the Official Plan maximum, once certain urban design criteria are met. Generally, our inclination has been to do as much of this work "up front" in order to have a clear statement regarding the impact of the recommended amendments on private land. However, it may be beneficial and appropriate to use the "base zoning" approach in certain Medium and High Density Mixed-use Areas.

Once this work is done, Council will be in a position to enact general or "generic" amendments to the Official Plan and Zoning By-law, as well as a Central Core by-law. It is likely that a hearing before the Ontario Municipal Board will then be required.

9.2.4.2
Work To Follow the Completion of the Final Report

Even after the Final Report is completed and by-laws are enacted, it will be necessary to review the Part II Plans and "Area of Special Identity" statements referred to in this report in order to bring these up to date.

Studies will also be required to reach conclusions respecting other proposals put forward in this report. For example, in order to follow through on the proposal to make Parking Authority Lot No. 1 a public park, it will be necessary to complete the overall study of Parking Lots 1 to 5.

The process of establishing a new land use plan is complex and may be contentious. We hope that the principles and directions set out in Chapters 8 and 9 will provide the clarity required to facilitate a full public response and provide guidance in taking the next steps.

9.3
NEW DIRECTIONS FOR THE WATERFRONT

"For most of us, the water's edge is the clearest boundary between what is stable and concrete and what is changing, mysterious and not fully comprehensible.

When we come to the water's edge – whether the crashing waves of the ocean or by a small stream eroding its way through a landfill to a field of detritus of society – we cannot help but feel awed as we are brought to the realization that change and flux are at least as much a part of our world as order and structure.

The waterfront becomes symbolic of our human limitations – and of our potential. It functions as both a physical and a psychological frontier. By representing what is deep and unknowable, it suggests both our hopes and our fears for the future. It is a shimmering mirror which reflects the sunlight of the day and the city lights of the night, breaking them up into millions of sparkling rays, abstracting and making poetic our work-a-day world."

John Rubin
"The Celluloid Waterfront"
Urban Waterfronts '88

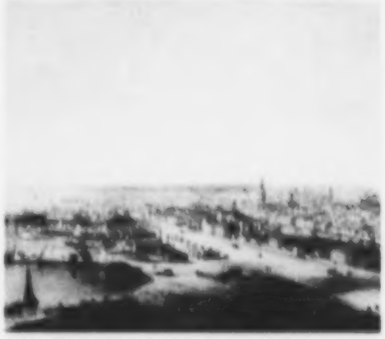
Toronto's location on a Great Lake provides it with one of its finest natural assets: its Waterfront. Since Toronto's inception nearly 200 years ago, residents have looked to, been dependent on, and derived pleasure from the Lake and the lakefront.

The pages of Toronto's history are crammed with schemes to reshape, reform, and otherwise improve one aspect or another of this precious resource. Many schemes never made it off the drawing boards, or off the front pages of local newspapers. Others, of course, had profound, results, like the creation of the "Esplanade" (later occupied by the railways in the mid-1850s); the filling-in of Ashbridge's Marsh to create the Port Industrial area in the post-World War I era; the building of the Gardiner Expressway in the late-1950s; and the creation of Harbourfront in the mid-1970s.

Even though Torontonians have been more or less "cut off" from the water since the early part of this century, they have continued to flock to the Lake, and especially to the Island (with its amusement park, baseball stadium, hotels, rooming houses, summer homes, "wilds", and manicured parkland). Sometimes they risked life and limb (quite literally) to reach the Lake, which lay tantalizingly beyond a horrendous tangle of dangerous rail lines and grim industrial buildings.

The creation of Harbourfront in 1972 reminded local residents of just what they had lost over the years, and what they now stood to regain. Its subsequent development as a mixed-use area brought people back to find that other large parts of the Waterfront were still derelict and unpleasant. It is not really surprising, then, that Torontonians feel passionately about the development of their Waterfront. The Cityplan '91 survey revealed that "Waterfront development" was the second most frequently mentioned "dislike", topped only by "traffic congestion". Overdevelopment, ugly buildings, lack of public access, polluted water, and the Gardiner Expressway all featured frequently in respondents' comments. Coupled with another Cityplan '91 finding that "waterfront locales" were the most frequently mentioned "favourite places", and that the Toronto Islands – both park and community – were the most frequently-mentioned "favourite place", we can see that the Waterfront looms large in Torontonians' concerns about the future of their City.

Many important themes stressed throughout this report converge, with special intensity, on the Waterfront: the desire to attain the highest standards of urban design and architectural excellence; the determination to create not only "housing", but lively, healthy and diverse "neighbourhoods"; the profound need to protect and renew the natural environment; and, of course, the desire to develop an extensive and well-connected park and open space system. The approach outlined here for the Waterfront must, therefore, be seen within the context of this entire report.



Before the arrival of the railways, the Waterfront Esplanade was a magnet for Toronto's citizens.

9.3.1
SUMMARY

Toronto's Waterfront, especially the central portion, has been undergoing a major reorganization and recreational-residential renaissance over the last 15 to 20 years. Even with its flaws, Harbourfront brought people back to their Lake and rekindled their interest in re-establishing contact with the water.

This chapter concentrates on the City's "Central Waterfront", which consists of the lands extending from the Canadian National Exhibition in the west to Ashbridge's Bay in the east. It includes the Toronto Islands, Harbourfront, the Central and East Bayfronts, the Port Industrial District, and the Outer Harbour Headland – each special and distinctive, with special problems and special opportunities.

This chapter discusses the eight basic principles that should guide the development of the City's Waterfront, which include:

i) increasing public enjoyment and use of the Waterfront;

ii) improving access to and along the Waterfront;

iii) developing an environmentally-healthy Waterfront;

iv) creating a public open space system on the Waterfront;

v) striving for excellence in urban design and architecture on the Waterfront;

vi) increasing opportunities to work on the Waterfront;

vii) building "neighbourhoods" on the Waterfront; and

viii) protecting natural areas.

9.3.2
BACKGROUND

9.3.2.1
Introduction

The area described here as the "Central Waterfront" is defined in the City's 1988 "Central Waterfront Plan" to include the lands extending from the Canadian National Exhibition in the west to Ashbridge's Bay in the east. It encompasses the Toronto Island, Harbourfront, the Central and East Bayfronts, the Port Industrial District, and the Outer Harbour Headland. (See Map 9.4) This chapter examines the current status of planning in the Central Waterfront, the City's objectives for this area, and some of the major initiatives now underway.

The relatively thin strip of land that comprises the Central Waterfront is now at a critical point in its history. It is prominently located, close to the heart of a dynamic, growing City; it has been rediscovered as a place to live, work and play; it is a major transportation corridor through and around the City; it contains large pieces of land that are poised for redevelopment; its future shape has been the topic of intense discussion, debate and analysis for almost two decades; and it has been the victim of the kinds of ongoing jurisdictional battles that do little to ensure its optimum development. The area is at present the subject of a number of major planning studies: including, the Royal Commission's feasibility study to remove the elevated portions of the Gardiner Expressway; a Part II Official Plan study for "Fort York/Bathurst/Strachan"; and a Part II Official Plan study for the "East Bayfront". The results of these studies and decisions based on them will have a critical impact on future Waterfront development.

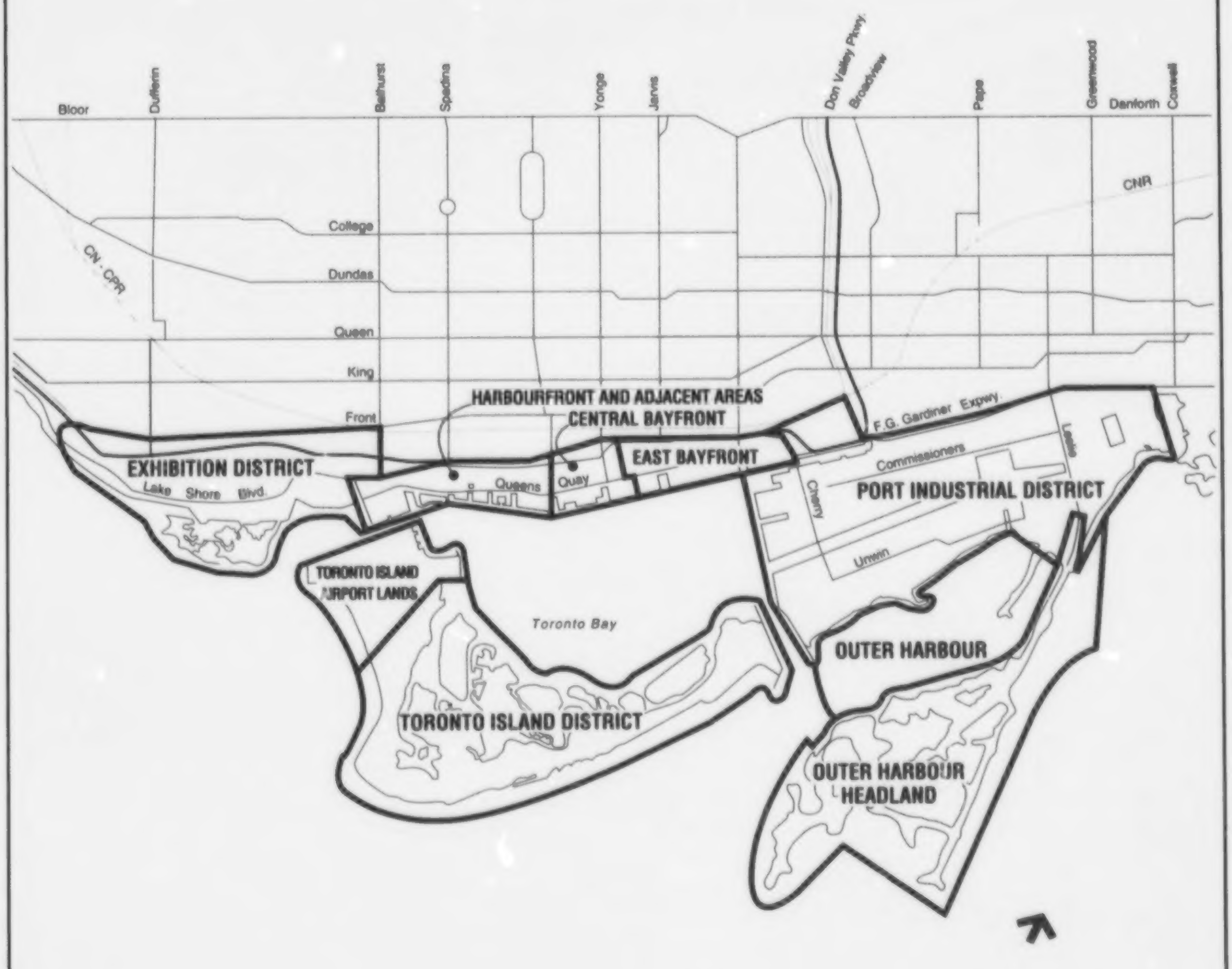
9.3.2.2
Development of the Central Waterfront

Lt. Gov. John Graves Simcoe chose this site for his capital because it was located on the finest natural harbour on the north side of Lake Ontario, well-sheltered by a thin, sandy peninsula that later became the archipelago known collectively as "the Toronto Island". From its modest beginning as a tiny, 10-block town called York, Toronto has grown into a vast, urban region with nearly four million people. The economic and cultural heart of that Greater Toronto Area is still located directly to the north of the Toronto Bay, and now creates a striking and distinctive modern skyline that is recognized around the world.

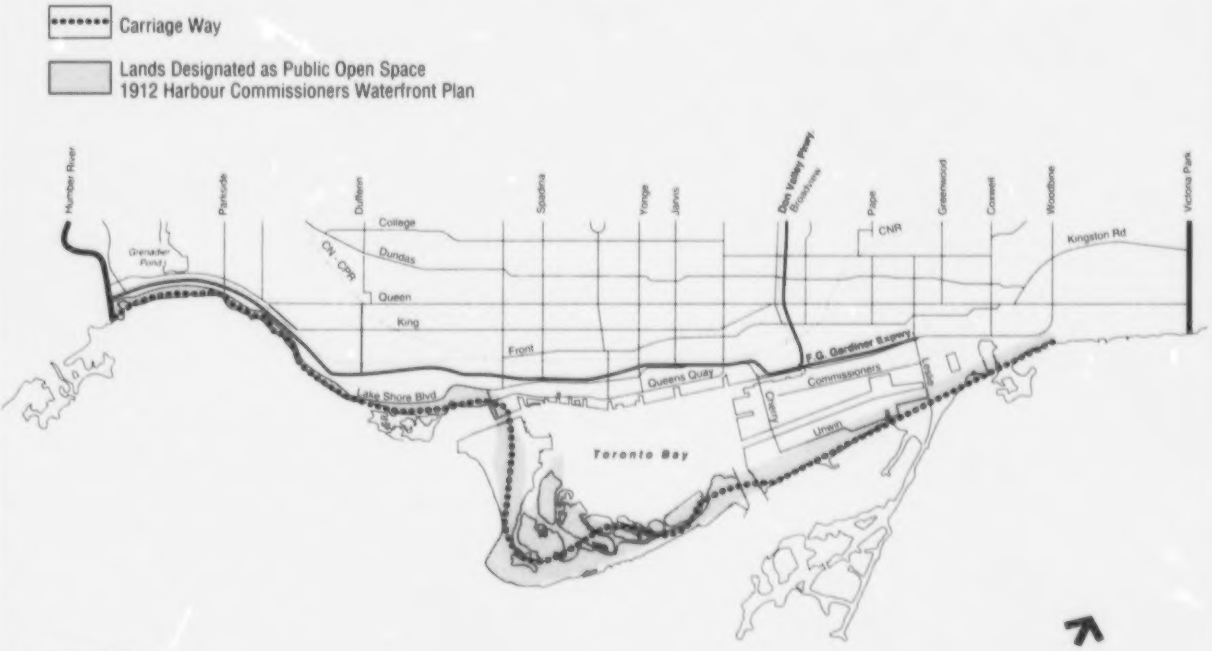
Toronto was born and grew up on the Lake. The decision in the mid-19th century to allow the railways to locate on newly created land south of Front Street radically changed Toronto's relationship to its Waterfront. This original "barrier" between the City and the Lake was expanded and reinforced many times over the next century or so, by an ever-widening transportation and industrial corridor. The industrial nature of the Waterfront was reinforced by the straightening of the Don River (1887) into the Don Channel and Keating Channel, and by the creation of the Port Industrial District after the First World War through the filling of the Ashbridges Bay marshland at the

The construction of rail lines in the 19th century and the Gardiner Expressway in this century, has isolated the Waterfront behind transportation corridors.

Map 9.4
Planning Districts for Central Waterfront Plan


Bloor
Dufferin
Bathurst
Spadina
Yonge
Jarvis
Don Valley Pkwy.
Broadview
Pape
Greenwood
Danforth
Coxwell
CNR
College
Dundas
Queen
King
Front
CN - CPR
HARBOURFRONT AND ADJACENT AREAS
CENTRAL BAYFRONT
F.G. Gardiner Expwy.
Leslie
EXHIBITION DISTRICT
Lake Shore Blvd.
Queens
Quay
EAST BAYFRONT
Commissioners
Cherry
PORT INDUSTRIAL DISTRICT
Unwin
TORONTO ISLAND
AIRPORT LANDS
Toronto Bay
OUTER HARBOUR
TORONTO ISLAND DISTRICT
OUTER HARBOUR
HEADLAND

Map 9.5
1912 Harbour Commissioners' Waterfront Plan


Carriage Way
Lands Designated as Public Open Space 1912 Harbour Commissioners Waterfront Plan
Humber River
Grenadier Pond
Parkside
Dufferin
Spadina
Yonge
Jarvis
Don Valley Pkwy.
Broadview
Pape
Greenwood
Coxwell
Woodbine
Victoria Park
College
Dundas
CN - CPR
Queen
King
CNR
Kingston Rd
Front
F.G. Gardiner Expwy
Queens Quay
Commissioners
Cherry
Leslie
Unwin
Lake Shore Blvd
Toronto Bay

Orginal Drawing

LAKE ONTARIO
THE
TORONTO HARBOR COMMISSIONERS

Harbourfront has alerted Torontonians to the marvellous potential still offered by their lakeside setting.

mouth of the Don River. An additional barrier between the City and the Lake was created with the construction of the Gardiner Expressway, beginning in the late 1950s.

The Toronto Harbour Commissioners' Plan of 1912 created not only the Port Industrial Area in Ashbridges Bay, but also the Eastern and Western Beaches, which, when combined with the Toronto Islands, formed a green band around Toronto's Waterfront. (See Map 9.5) However, the mainland portion of the "Inner Harbour" remained an area devoted almost exclusively to industry and transportation, with only minimal provision for recreational access south of Front Street, between Bathurst and Cherry Street. The THCs' grand scheme continued to cut the Waterfront off from the remainder of the City.

The rediscovery of the central portion of the Toronto Waterfront for non-industrial uses began with the introduction in 1969 of the privately developed Harbour Square residential and hotel project, near the foot of Bay Street. But it was the 1972 expropriation of 92 acres of industrial land and the subsequent creation of Harbourfront that really brought the public back to the water's edge. Harbourfront's unique blend of recreational, cultural, residential and commercial uses enlivened a forgotten part of the City and alerted Torontonians to the marvellous potential still offered by their Lakeside setting. Especially impressive, perhaps, was Harbourfront's programming and the demonstration that year-round use of the area is possible. Equally important has been the revelation that the City really could be reconnected to the Lake. However, the scale, design, and location of these uses also stimulated tremendous comment and controversy.

At the same time, the "working port" of Toronto has become much less active and the related Waterfront industrial base has been shrinking. These economic shifts have created tremendous pressures to redevelop not only the Central Bayfront, where Waterpark Place and the first phase of the World Trade Centre development have been completed, but also areas to the east and the west. Redevelopment pressure is being felt all the way from the East Bayfront and the Port Industrial District to the CNE and Fort York or "Garrison Common" area. While these areas present complex planning circumstances, they also provide tremendous opportunities to meet public objectives, including the desire to improve the quality of both the built and the natural Waterfront environments.

9.3.2.3
Recent Planning Background

The City has had a long and strong commitment to planning for its Central Waterfront, an interest that preceded not only the stimulating work of the current Royal Commission, but also the development of Harbourfront. Because of its unique characteristics, the Central Waterfront has constituted a separate focus of planning study and policy since the early 1970s.

The creation of Harbour Square in the late 1960s convinced the City that the Toronto Harbour Commission's approach to planning the Central

Waterfront would lead to more massive, private, high-rise developments, which, if allowed to proliferate, would cut Torontonians off from the Lake at least as effectively as the railways and expressways had. City Council responded with the decision to prepare a new plan for the Central Waterfront.

In 1973, the City of Toronto Planning Board set up a special coordinating committee, the Central Waterfront Planning Committee, which consisted of representatives from government agencies, as well as from resident and special interest groups who had a direct interest in the Central Waterfront. The purpose of the Committee was to coordinate and obtain direct public involvement in planning for the Central Waterfront. The process was a long and thorough one, made even more complex since it coincided with the period of intense renewed interest and activity in the area. After years of study and debate, the Central Waterfront Plan was passed by City Council in June 1988, but has not yet received final Provincial approval (See Map 9.6). Although, objectors to the Plan have appealed it to the Ontario Municipal Board, hearings have not yet been scheduled.

The City's Central Waterfront Plan is primarily a policy document. It establishes "the public use and enjoyment of the Waterfront" as the City's primary goal, and sets industrial and other uses within that context. In parts of the Waterfront, secondary or Part II Official Plan studies are necessary. These areas are undergoing change and are places where issues about public access to the Waterfront, transportation, built form, and land use are particularly critical. In many cases, these areas contain large, underdeveloped properties controlled by a single owner, or are industrial sites in transition.

The Cityplan '91 review has given us the opportunity to refine further some of the objectives outlined in the Central Waterfront Plan, especially in the areas of environmental planning, transportation, urban design, and parks and open space planning. All of this will be directly useful to the ongoing Part II studies of the Waterfront. The process of identifying common planning objectives for both the Waterfront and the Central Area helps to further reconnect the City to the Waterfront.

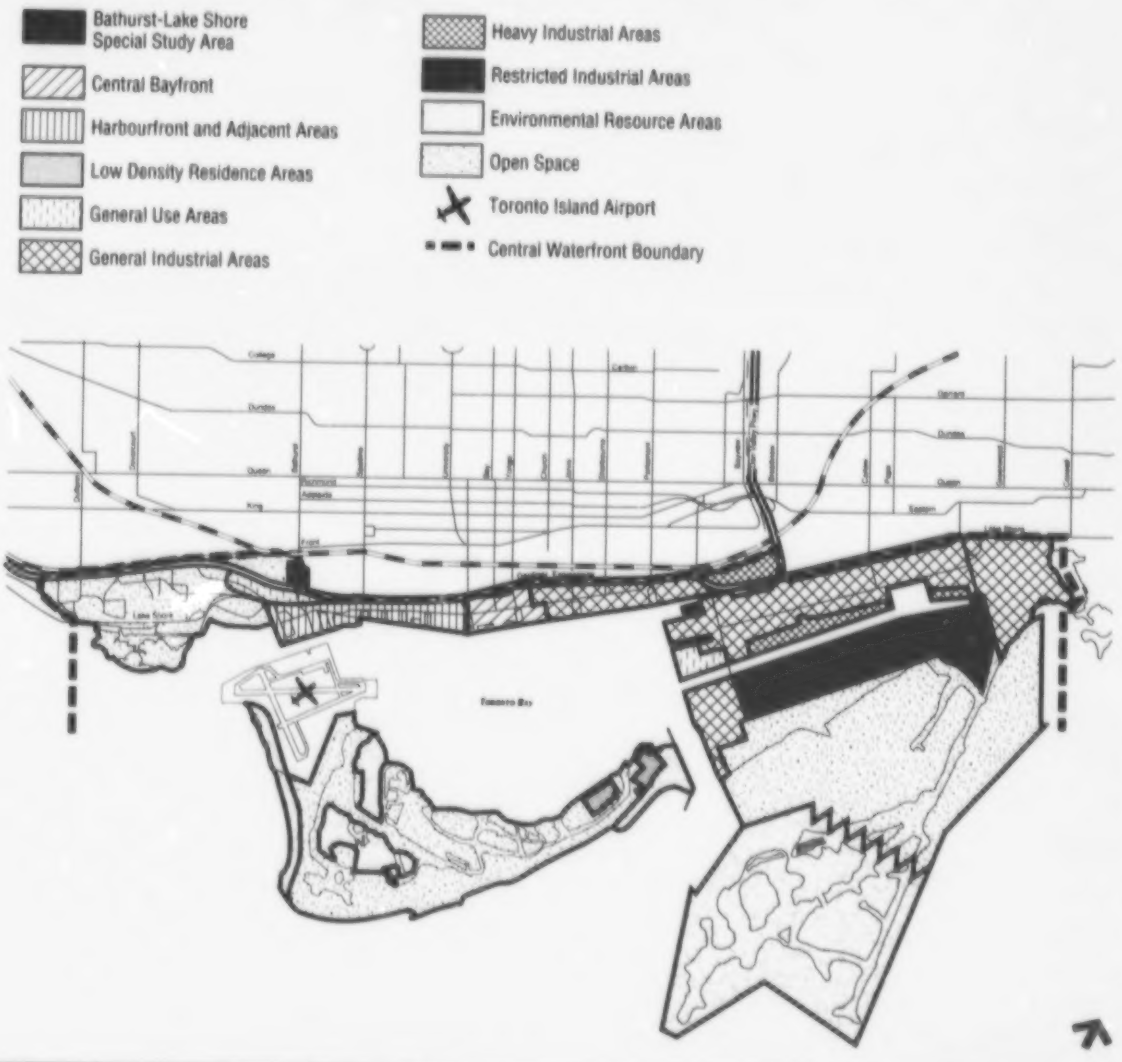
Comprehensive Waterfront planning has also been a focus of the Royal Commission on the Future of the Toronto Waterfront, which was established by the Federal government in June 1988 under the chairmanship of David Crombie. Mr. Crombie was given a mandate to "make recommendations regarding the future of the Toronto Waterfront, and to seek the concurrence of affected authorities in such recommendations, in order to ensure that, in the public interest, federal lands and jurisdiction serve to enhance the physical, environmental, legislative and administrative context governing the use, enjoyment and development of the Toronto Waterfront and related lands." This original mandate covered the Metro Toronto Waterfront.

In 1988, City Council established a committee to deal with both local and regional Waterfront issues and to communicate with the Royal Commission. This Waterfront Committee, as initially formulated, included representatives from other levels of government, but has since been reconstituted to include City Councillors only, and is chaired by the Mayor.

In October 1989, the Government of Ontario appointed Mr. Crombie to act as Provincial Commissioner as well, and expanded the

Map 9.6

Central Waterfront Plan


Bathurst-Lake Shore Special Study Area
Central Bayfront
Harbourfront and Adjacent Areas
Low Density Residence Areas
General Use Areas
General Industrial Areas
Heavy Industrial Areas
Restricted Industrial Areas
Environmental Resource Areas
Open Space
Toronto Island Airport
Central Waterfront Boundary
Toronto Bay

Commission's area of study to include the Waterfront from Burlington to Newcastle, and the associated "watershed" area, which stretches north to the Oak Ridges Moraine. The Commission's work has complemented the City's desire to increase public access to the Waterfront. The Commission has held public hearings on a variety of issues. It has published a significant body of reports, working papers, technical papers, newsletters and two interim reports. The second interim report, entitled *Watershed*, was published in August 1990, and is discussed in this chapter.

Bringing order into the current complexity of overlapping, competing Waterfront jurisdictions is one of the basic themes of the *Watershed* report. With its Federal and Provincial mandates, as well as the breadth of its study area, the Royal Commission has been able to set the stage for the various levels of government to act in concert, and it has outlined ways that this could occur. The *Watershed* report is essentially a strategic plan, which offers the City of Toronto the opportunity to take a strong leadership role in implementing the Commission's recommendations. That report, which contained 80 recommendations, was endorsed by City Council in November 1990, with the caveat that such endorsement did not indicate support for residential use of industrial lands.

Metropolitan Toronto has also been active in Waterfront planning. A Metro Waterfront Committee was established in April 1989 in order to respond to the Royal Commission; to comment to Metro's Economic Development and Planning Committee on major public and private development proposals along the Waterfront; to review initiatives by various levels of government; and to identify "Metropolitan interests" in and objectives for the Waterfront. Since that time, Metro has also decided to update its own Waterfront Plan and is using the Committee as a resource to accomplish that.

9.3.3
THE CITY'S WATERFRONT OBJECTIVES

The remnants of this rail line carry new freight – pedestrians enjoying a Central Waterfront transformed from industry to a strollers' delight.

The Waterfront is, undoubtedly, Toronto's greatest natural asset and its greatest recreational resource. It deserves to be treated with extreme care. The following eight "Waterfront Objectives", which we feel should guide all future Waterfront development and which will create the kind of Waterfront Torontonians want and deserve, are identified in the Central Waterfront Plan.

9.3.3.1
The City's Primary Goal: Increased Public Enjoyment and Use of the Central Waterfront

The renewed enthusiasm of Torontonians to reclaim their Waterfront as a treasure to be shared by all has been clearly echoed in the public comments recorded through the Cityplan '91 consultation and through the Royal Commission. The Central Waterfront is far too important to the future "quality of life" of Torontonians to be allowed, in fact or in perception, to be cutoff from maximum public use.

The 1988 Central Waterfront Plan, therefore, establishes as its primary goal, "promoting increased public enjoyment and use of the Waterfront". Essentially, the Plan outlines a course that would turn Waterfront areas formerly used for transportation and industry into accessible, attractive, diverse "public" areas. The Royal Commission has also built upon this primary goal.

This goal means retaining or gaining public ownership at the water's edge where possible, providing for a wide range of public uses (both local and regional), and creating a Waterfront that is accessible to everyone – easy to get to, affordable, interesting and fun. It also means year-round use in safety and comfort. It means being by the water.

Harbourfront and Toronto Island are particularly successful in fulfilling this goal. This is what Torontonians value most about their Waterfront.

9.3.3.2
Improving Access To and Along the Waterfront

We often forget that major streets like Spadina Avenue begin at the water's edge.

Getting there is half the battle. Overcoming the physical and psychological isolation of the Waterfront has been a long-standing City objective for the Waterfront. This involves improving north-south pedestrian and vehicular links, which would help knit together the City and the Waterfront; and east-west linkages – especially pedestrian and cycling links, but also transit and vehicular connections.

The elevated central portion of the Gardiner Expressway is the most visible of all barriers to the Waterfront. It blots out views of the Lake from many downtown locations and generally casts a pall over the journey to the Lake. Removing the elevated portions of the Expressway would undoubtedly radically alter the relationship between the City and the Lake.

The Royal Commission has engaged consultants to investigate various ways of replacing the elevated Gardiner Expressway with other transportation facilities and achieving better north-south linkages, including improved integration among all transportation modes. The City supports these objectives.

The City's Gardiner/Lakeshore Task Force has made valuable proposals for design changes to the Gardiner/Lakeshore Corridor and for improvements to the various north-south streets which lead to the Waterfront. The Task Force's *Lower Yonge Urban Design Study* provides a prototype for improving the pedestrian and cycling environment of all north-south streets which lead to the Waterfront. Major elements of this study could be implemented, regardless of whether the elevated Gardiner was removed or not.

Another major City priority for the Waterfront has been to create a continuous east-west Waterfront trail system. The concept of a Waterfront trail was initiated by the City through the establishment of the Martin Goodman Trail, which is a cycling and jogging path that stretches along the entire length of the Toronto Waterfront and has attracted thousands of enthusiastic cyclists and runners. This concept is reinforced by the Royal Commission's *Watershed* report, which directs each municipality to incorporate a Waterfront Trail route into its Waterfront plans. The Commission sees such a route as being composed of a series of Waterfront promenades, parks, and public open spaces that would enable members of the public to walk or cycle, unencumbered, all the way from Burlington to Newcastle, savouring the many and varied delights of being close to the water.

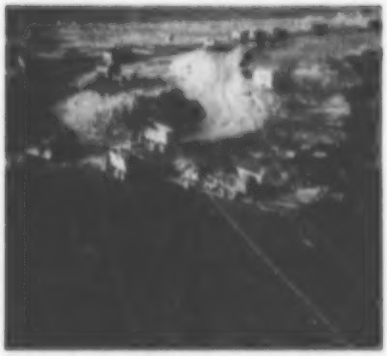
Throughout this report, we make a number of proposals that would improve connections to and along the Waterfront. These include: increasing the capacity of the existing public transit system; reinforcing Union Station as a hub of transit and commuter facilities; limiting private commuter and other car use (i.e., by imposing more restrictive parking policies) to promote energy efficiency and reduce pollution; encouraging bicycling to and along the Waterfront; and generally improving the pedestrian environment. The *Watershed* report also endorses the current Metro proposal to extend the existing Waterfront LRT (Streetcar) line to the east and the west, closely integrating it with other TTC routes.

The development of the Railway Lands will extend the City's street system down to the water's edge.

9.3.3.3
Developing an Environmentally-Healthy Waterfront

Clean air, clean land, and clean water are absolute prerequisites for a healthy, attractive Waterfront. But Toronto, like all great urban centres, has had a long and lamentable history of environmental ignorance and abuse. The waters of Toronto Bay may have been "beautifully clear and transparent" when Mrs. Simcoe arrived in 1793. But by the 1830s, after early settlers had intentionally and unintentionally turned the Bay into an open sewer, a local newspaper described the water as "carrion broth", because of all the dead animals and other horrors floating about. Although the situation is much improved, the struggle continues today.

The Waterfront has, of course, been the location for numerous shoreline alteration schemes over the last 140 years or so. In fact, much of our Waterfront sits on land created by landfill. In recent years, however, environmentalists have raised the alarm about the hazards and drawbacks of landfill activities. The Central



All future lands created by lakefill will be zoned as natural conservation areas.

Waterfront parks should not all look and feel the same. There is room for natural areas like the Spit and sophisticated urban parks like Harbourfront.

Waterfront Plan, therefore, recognizes areas of the Waterfront as environmentally-sensitive, and outlines appropriate policies for lakefilling and other matters related to the natural environment. The Cityplan '91 review process has enabled us to expand on these themes by developing a comprehensive statement of the City's environmental policies, which is presented in Chapter 4 of this report.

The Royal Commission has also been very concerned about the relationship between human settlement and the natural environment, especially in the regional watershed area. It has provided a focus for the many agencies and interest groups who deal with environmental issues. Moreover, the *Watershed* report places environmental concerns at the centre of future Waterfront planning, viewing the Waterfront from an "ecosystem" perspective, which considers environmental factors simultaneously with other planning concerns. Consistent with this approach, the Royal Commission has undertaken an "environmental audit" for parts of the Waterfront to assess soil conditions, air and water quality and the approaches to deal with these problems. The results of this investigation are expected shortly.

As noted earlier, there is a good deal of concern about whether or not lakefilling is, or could be, environmentally-hazardous. The concerns relate to both the nature of the material used to create new land (whether it contains hazardous materials), and to the effects of the newly created land on the surrounding environment, particularly the water environment. (For example, does landfilling alter current or existing wildlife habitats?) The City's Central Waterfront Plan addresses the issue of lakefilling in various ways. The Plan presents an innovative new way of controlling both the creation of new land, and what happens to the land once it "emerges" from the deep as dry land. It places a very restrictive zoning designation, "conservation lands only" on "waterlots" (i.e., areas that are now covered by water, which could, one day, be filled in to create new land), which are located in the Outer Harbour and adjacent to the Leslie Street Spit, as well as on the waterlots in front of the Main Sewage Treatment Plant. Because the zoning is so restrictive, any proposal to develop the new land for virtually anything would require a zoning amendment and, therefore, would be subjected to intense planning scrutiny. The City has, thus sent a clear message that it intends to protect the shoreline environment and carefully examine any proposals that might alter or damage it.

This system of zoning has been praised by the general public and by the Royal Commission, which is now studying lakefilling activities across the entire Greater Toronto Waterfront. The *Watershed* report recommended that comprehensive policies respecting lakefilling be developed, and until that has been done, a moratorium should be placed on new lakefilling. Such policies could be applied to the remainder of the City's Waterfront.

Waterfront planning and development can make a real contribution to achieving the environmental goals laid out by the Healthy City Project, which was established by City Council in 1989. As part of this effort to improve the physical environment, Council has set a goal to reduce the carbon dioxide emissions from all sources within the City by 20 percent of the 1989 levels by the year 2005. As discussed in the chapter on "Environmental Policies", success hinges largely on reducing dependence on the private automobile. Promoting better public transit to and across the Waterfront, as well as improving cycling and pedestrian routes within the Waterfront area, will help to realize this goal. The "Environmental Policies" set out in Chapter 4 of this report will, of course, inform all future Waterfront planning.

9.3.3.4
Creating a Public Open Space System on the Waterfront

The comments reflected throughout the Cityplan '91 process particularly point out that Torontonians want their Waterfront to be open, accessible, and "parklike". They may mean different things by "parkland". To some people, Harbourfront is a particularly sophisticated, urban form of parkland. To others, the wilds of the Leslie Street Spit, or the pastoral atmosphere of Ward's Island, or the summer resort aspect of the Beach boardwalk, or the summer fair character of the Exhibition, is what is most desirable about Waterfront parkland. Fortunately, "diversity" is the key to Toronto's Waterfront, and to any open space system created around it. Waterfront parks and open spaces should not all look and feel the same.

As discussed in Chapter 5.3, "Parks and Open Space", we envision a general open space system stretching throughout the City, which would be composed of parks and open spaces that are based upon natural features and are connected by paths suitable for pedestrians, cyclists and skiers. The Waterfront, of course, will make an important and substantial contribution to this greater open space system. This system will include: a Waterfront Trail, the Toronto Island, regional parks, the ravines, and other district and local parks. It will also include an exciting new open space opportunity: the 80 acres of land leased to the City of Toronto by the Toronto Harbour Commissioners for an expanded Cherry Beach Park and a possible extension of the Don River Valley green space to connect with the new park (Don Wildlife Corridor). These offer tremendous opportunities to thread natural and "developed" parkland through the Port Industrial District. (See Map 9.3 in this chapter and Chapter 5.3 "Parks and Open Space")

The Waterfront parks will be linked together by a continuous Waterfront Trail which would be based on an improved and somewhat realigned Martin Goodman Trail.

The water's edge lands will be connected to the City's open space system for Toronto's strollers and cyclists.

9.3.3.5
Striving for Excellence in Urban Design and Architecture on the Waterfront

Locations near the water are inherently visually distinctive and potentially exciting; the colours, the light effects, the constant change, the shoreline shapes and materials, the natural flora and fauna and the nautical accoutrements all contribute to making each Waterfront spot "special". These locations, therefore, merit special care and consideration, which they have not always received. As we have already seen, disappointment with some of the recent architecture found along the Waterfront was sprinkled throughout the responses to the Cityplan '91 survey.

Because of the importance of the Waterfront, and the intimate relationship between built form and the comfortable enjoyment of public spaces, all new development on the Waterfront should be carefully reviewed for its impact on public open space, streets, and the water's edge.

We have already discussed the general importance of urban design to "quality of life" in the City and noted our intention to develop special, area specific Urban Design Guidelines for many significant parts of the City. Since the Waterfront

Marine Police Building, Harbourfront. New buildings should draw people to the water, not present barriers.

is inherently one of Toronto's most striking physical environments, we are developing guidelines which will cover the entire Waterfront area. These new guidelines will give clear direction to all landowners and agencies proposing development along the Waterfront. (See Chapter 5.2)

Many of the streets and public open spaces found along the Waterfront are used extensively by the public as both "routes" and "destinations". The buildings which line and sometimes enclose these streets and open spaces should enhance their quality. As we discussed elsewhere in this report, and as many windblown, over-shadowed park-users have experienced directly: tall buildings can create uncomfortable conditions at ground level, with shadows, high winds, and reduced temperatures all inhibiting people's use and enjoyment of sidewalks and other open spaces, especially during the spring and fall seasons. The background research for Cityplan '91 also concluded that the exposed, "unprotected" nature of the Waterfront, where winds naturally sweep off the expanse of Lake, mean that high buildings here make already harsh wind conditions worse.

Because of their popularity and importance to the public, Waterfront buildings, routes, and spaces should be designed to the highest standards. Queens Quay is the most important of all Waterfront "routes". In most instances, it defines public open space along the water's edge and development to the north. Therefore, buildings along Queens Quay will be highly visible and will form the "front line" of the City. The buildings which will line the north side of Queens Quay must, therefore, be very carefully designed to respect and reflect their prominent Waterfront location.

A unique opportunity also exists to reinforce the important points where north-south streets meet the water, by creating areas of special interest through the design of the open space, the placement of buildings or public art, and the type of public uses that are included. We have identified such important north-south streets as Strachan, Bathurst, Spadina, John, York, Bay, Yonge, Jarvis, Sherbourne, Parliament and Cherry for such special treatment. The "views" retained and reinforced by this approach would be enjoyed not just near the water, but from various points some distance away in other parts of the Central Area.

In the near future, the City will be designing and constructing many new public open spaces and parks along the Waterfront. This will provide us with the opportunity to heighten the public's enjoyment by creating a well-designed, coordinated, coherent, and well-connected system of public open spaces along the entire Waterfront.

The City is endeavouring to maintain and promote jobs on the waterfront.

9.3.3.6
Increasing Opportunities to Work on the Waterfront

The Port and Waterfront-related industry have played a very important role in the economic history of this City. In recent years, however, the Port has become much less active. A number of industries formerly located here have departed, and much of the industrial land contained in the Port District is underused. This is not to say, however, that industry has no role to play in the future of the Port and the Waterfront – far from it – but that industry's role must be carefully assessed, reorganized, and managed.

The Cityplan '91 Task Force emphasized that "the Port Industrial District should become a centre for marine-related and other non-polluting and high-tech industries, such as film and video production studios, and recycling industries." (The Royal Commission has proposed an emphasis on "green industry" and has also proposed the establishment of a Centre for Green Enterprise.) The Task Force also emphasized that any industries located in prominent and visible locations should be "strategically sited, attractively designed and landscaped and environmentally friendly." Industry and parkland can and should be compatible neighbours.

City Council has declared its intention to protect jobs and industrial lands where it can in the City. The Central Waterfront Plan, therefore, is quite specific about areas which should be designated as industrial. Further, industrial lands are not easily changed to other uses because of detrimental environmental conditions, so the fullest possible assessment should be made of their potential for continuing as viable industrial uses.

As for non-industrial, commercial uses, we have recommended elsewhere in this report that no new office space be built outside traditional commercial areas, the Central Core, and other recognized sub-centres.

We discussed building densities for industrial sites elsewhere in this report. However, we deliberately omitted the Waterfront from that analysis for two reasons. First, the Central Waterfront Plan already significantly lowered industrial densities on the Waterfront. Second, any development close to the Waterfront will have to meet certain built form and public access criteria that are specific to the Waterfront area. This will inevitably result in site specific densities that are generally lower than those in other industrial areas in the City.

9.3.3.7
Building Neighbourhoods on the Waterfront

Toronto is a City of strong and distinctive neighbourhoods, including such Waterfront communities as the Beach, the Toronto Island, and Harbourfront. Obviously, living by the water can be both appropriate and desirable. But, the physical isolation of the Waterfront can make the creation of new Waterfront communities difficult to achieve. Harbourfront, in particular, suffers from a lack of community facilities such as food stores, a community centre or a school.

Waterfront redevelopment areas will be assessed individually for their residential potential, while also considering other land use objectives and planning goals. Housing is undoubtedly important, but so is the appropriate overall development of the Waterfront, which may or may not include residential components on any particular site, depending on a wide variety of individual circumstances. The East Bayfront and the Bathurst/Strachan–Garrison Common area are two, large redevelopment areas where housing is being considered through the Official Plan Part II planning process.

To date, there are about 1,974 units of housing with about 5,690 people living in the Central Bayfront and Harbourfront. Throughout this report, we have emphasized the importance of building "neighbourhoods" and "communities", not simply "housing". This, of course, applies to the Waterfront as well. Harbourfront, in fact, has illustrated all too clearly the problems that can arise when housing units are built and occupied

Bathurst Quay. Areas of housing on the Waterfront must include a full range of community services, parks and local shops.

before the necessary community services are available. Any Part II studies that recommend allowing new Waterfront residential development will have to embrace the Cityplan '91 objectives which require that community facilities be provided as an integral part of the planning and development process. Here, as elsewhere, we want to build "neighbourhoods", rather than just more "housing". (See also Chapter 7.3, "Social Planning and Community Services")

When housing is built along the Waterfront, the projects must meet the affordable housing objectives called for in Chapter 7.2 of this report, "Building a Liveable City: Housing Policies for the New Plan".

9.3.3.8
Protecting Natural Areas

Protecting natural areas close to the built City presents a unique opportunity to bring nature back to the City.

Places where land meets water are often the most ecologically rich and environmentally sensitive areas. We have already lost far too much of this environmental heritage to abusive forms of urban development. We must now take deliberate action to protect, enhance, and even re-introduce "natural areas" into our future Waterfront.

The 1988 Central Waterfront Plan establishes Environmental Resource Areas, which contain unusual, rare, significant or sensitive environmental features such as landforms or vegetation, or areas used by wildlife populations. These areas are to be maintained and managed for conservation, public enjoyment, and compatible recreation uses. On the Waterfront, these areas are found primarily on the Leslie Street Spit and on the Toronto Island.

Chapter 4.3.10 of this report deals extensively with natural areas and Environmentally Sensitive Areas (which are equivalent to the "environmental resources areas" identified in the Central Waterfront Plan), and discusses specifically what uses and adjacent uses may be allowed and how they will be given greater protection.

9.3.4
AREAS OF FOCUS ON THE WATERFRONT

Because the Central Waterfront is at such a critical point in its history, many areas are the focus of study or re-evaluation. Of these many investigations, both the City and the Royal Commission are targeting three areas for particular study: the Garrison Common Master Plan, the Gardiner/Lakeshore Transportation Corridor, and the East Bayfront-Port Industrial Area. The City is proceeding with Part II Official Plan studies for the East Bayfront and the Bathurst/Strachan Area, and is involved in the Central Waterfront Transportation Corridor study. The planning areas described below are indicated on Map 9.4. Some of the major initiatives in the Central Waterfront area are illustrated on Map 9.7.

9.3.4.1
The Gardiner/Lakeshore Transportation Corridor

"The central fact of the Central Waterfront is the existence of the Gardiner/Lake Shore Corridor. Depending on the decision made about its future, the people of Greater Toronto will have an excellent waterfront – or they will not. The waterfront will be integrated into downtown Toronto – or it will remain essentially separate from it," concluded the Royal Commission in its *Watershed* report.

The Royal Commission has, therefore, recently engaged consultants to investigate the possibility of taking down the elevated section of the Gardiner Expressway and expects to produce a detailed report this year.

As discussed previously, in Chapter 6.2, the implications of removing the Gardiner and correcting past Waterfront errors are extensive. More than any other action, the removal of the elevated portion of the Gardiner would help to reconnect the City with the Waterfront by reestablishing both views and physical access. Tremendous potential also exists to develop scenic routes along the Waterfront that would enable more people to enjoy and use this location.

In terms of land use and urban design, the removal of the Gardiner would allow north-south streets to be enhanced, and east-west connections could more easily be made to the open space system throughout the City, for example, to the Don River. Many parts of the City would no longer be cut off from the Waterfront and would be enhanced by this new proximity to the water.

If the Royal Commission recommends a phased removal of the elevated portion of the Gardiner, the City and Metro will have to weigh very carefully both the costs and the benefits of such a proposition, before agreeing to proceed with the removal. The Royal Commission study is expected to provide an operating and financial strategy along with its engineering strategy. The City could not support a scheme that would only remove the Gardiner in order to replace it with other unsuitable infrastructure, which might result in poor access to the downtown, create an equally disruptive physical barrier, or promote excessive Waterfront development.

More than any other action, the removal of the elevated portion of the Gardiner will help to reconnect the City with the Waterfront, reestablishing views and access.

9.3.4.2

Fort York/CNE/Ontario Place/Bathurst/Strachan, also known as "the Garrison Common" Area

Several of the City's most distinctive Waterfront places are located in this area, but fail to create the joint impact that might well be expected here. Fort York is designated as a site of national historic significance, but remains lost among a tangle of roads and is far-removed from its original waterside location by landfill. The Exhibition Grounds and Ontario Place are neighbours, but do not work together in any perceptible fashion, either operationally or physically. They are also physically removed from their surrounding areas and difficult to reach, especially for pedestrians.

The City is currently preparing a Part II study for the Bathurst/Strachan areas. This part of the City is a significant but underutilized resource. While plans to revitalize the CNE, Ontario Place, and Fort York have been under discussion for years, the number of jurisdictions involved has prevented any type of consolidated planning effort. The area also contains large, privately owned sites, which need to be integrated into the overall planning for the district.

Major City objectives for this area are to ensure the visibility, accessibility and prominence of Fort York; and to maintain, enhance, and where possible, increase public space in the area. The redevelopment of private property should contribute to achieving these objectives.

Any planning initiatives here must attempt to forge connections between the Waterfront and the Trinity/Bellwoods Park area. Immediately south of Fort York, several parcels of land in private ownership have uses that are incompatible with the nature of the Fort. In replanning these parcels, we are attempting to identify every possible opportunity to create a more compatible plan of land uses.

The Royal Commission has engaged consultants to prepare the "Garrison Common Integrated Master Plan", a master plan for Exhibition Place, Ontario Place, Fort York, HMCS York, and neighbouring lands, which is intended to be released in the summer of 1991. Infrastructure changes are a key to the successful redevelopment of this area and the resolution of a number of issues could certainly benefit from the Royal Commission's interdisciplinary approach. The revitalization of Fort York is directly linked to the future of an elevated Gardiner Expressway. Relocation of rail lines in this area also presents the opportunity to extend Front Street westward from Bathurst Street. With Front Street continuing as a street at ground level, we could create an open space system that would bridge the rail corridor and link Stanley Park to Fort York and the Waterfront. We hope that the Commission's intergovernmental approach will allow an integrated and enhanced plan to be developed and actually implemented.

9.3.4.3
Harbourfront and Adjacent Areas

Harbourfront has been the focus of a great deal of controversy, intergovernmental wrangling, and public discontent. It is worth emphasizing, however, that for all its flaws, Harbourfront did bring Torontonians back to the water. Some of the architecture and urban design is distinguished. The programming activities have been very intensive, innovative, and internationally-recognized. People now live, as well as play and work, by the water, in an area that not long ago was more or less abandoned and ignored. Not small accomplishments.

At this time, the Part II Plan for Harbourfront is being amended in order to reflect the results of the Province's review of Harbourfront, which are based, to a large extent, on the proposed revisions to the original Part II Plan in order to reflect the "Terms of Settlement" contained in an agreement between Harbourfront and the City of Toronto. This Part II Plan was not adopted by Council, because a Provincial zoning order was put in place that prohibited any development there, pending a review by the Province. The Part II Plan completed at that time reflected some of the City's most current thinking about development objectives. The revised Part II Plan for this area will be quite specific about all further development to be completed at Harbourfront.

Despite much of the controversy about appropriate built form and park space for Harbourfront, the City has been successful in achieving many of the objectives contained in the 1988 Central Waterfront Plan at Harbourfront. A continuous "water's edge promenade" with a minimum width of seven metres will form part of the Harbourfront component of the City's Waterfront Trail. Significant historic buildings have been successfully revitalized at York Quay. The latest development scheme for Harbourfront contributes about 41 acres of park space, which will make Harbourfront a significant part of the anticipated Parks and Open Space System of the City. Care must still be taken, however, to ensure that Harbourfront's new buildings and public spaces meet Cityplan '91's expectations for "architectural excellence".

9.3.4.4
The Toronto Island Airport

The City is in the process of reviewing the role and future of the Toronto Island Airport. The existence of this airport has been controversial for many years. While the airport is a significant benefit to the downtown business community and other air passengers, the Toronto Island and other Waterfront residents find it noisy, potentially dangerous, and in conflict with the Environmental Resource Areas located nearby.

The airport is governed by a 1983 tri-partite agreement signed by the City, the Toronto Harbour Commissioners, and the Government of Canada, which establishes the conditions for its operation. From an operational perspective, the airport must achieve certain levels of service in order to be economically viable. The City has commissioned a study to determine whether the airport could be viable in spite of the constraints placed on it by the three-party agreement. The results of this study will provide Council with more information in order to make further decisions about airport issues.

9.3.4.5
Toronto Island Community

A guaranteed future for residents on Toronto Islands is a long-standing City objective.

The Toronto Island community, located at the eastern tip of the Island, is a successful, well-established, historic community that has worked well for both the residents and the nearby parkland. Since 1973, therefore, the City has strongly supported the continued existence of this community, a position that is clearly reflected in the 1988 Central Waterfront Plan.

The City and the Province are now in the process of dealing with outstanding issues related to the tenure of the Islanders. It is timely, therefore, to look at ways that the residential community might be reinforced and strengthened, by applying appropriate planning and urban design policies as in other neighbourhoods in the City.

9.3.4.6
Central Bayfront

Large-scale buildings constructed in the Central Bayfront prior to the Central Waterfront Plan blocked public access to the water and created extreme wind conditions.

The Central Bayfront is a mixed-use district south of the Financial District, with a combination of commercial, office, and residential uses. Due to the important site planning, environmental, housing, and transportation-related issues which have been identified in the Central Bayfront, and to the area's general importance within the larger Central Waterfront, the Central Waterfront Plan recommends that no redevelopment proceed here without Part II studies.

As discussed at the beginning of this chapter, the densities permitted in this area before the enactment of the Central Waterfront Plan were too high for its Waterfront location. The area not only lacks many amenities (including open space and community services) that need to be addressed to serve larger residential and work communities, but also needs special built form guidelines that will help ensure that future public spaces are as comfortable and attractive as possible.

Any future Part II studies in the Central Bayfront will be guided by the policies outlined in this report, especially those related to built form, the pedestrian environment, parks and open space, housing form and targets, and provision of community facilities.

The Central Waterfront Plan set ambitious goals about establishing weather-protected linkages from this district to the Financial District, attaining a satisfactory residential environment with respect to noise and other environmental concerns, and retaining and creating views to the water. The Central Bayfront, however, still lacks the high quality built form and urban design that it deserves.

The Lower Yonge Street Study, which is one of the projects of the Gardiner/Lakeshore Task Force, has demonstrated how Yonge Street, south of Front Street can be transformed into a vibrant "urban promenade" linking the rest of the City with the Waterfront.

The creation of a continuous public water's edge across the Central Bayfront as provided for in the Central Waterfront Plan, this Cityplan '91 Proposals Report, as well as the Royal Commission's *Watershed* report, should be achieved when an opportunity comes to redesign the Metro ferry docks. This would enhance the development of the park south of Harbour Square and the Yonge Street slip and provide better linkages along the Waterfront.

9.3.4.7
East Bayfront

The East Bayfront is designated in the Central Waterfront Plan as an industrial district, and intensified industrial use is encouraged there. The East Bayfront Study area, which includes a few sites that are within the Central Bayfront, is a linear area extending from Cherry Street in the East to Yonge Street in the West. The Part II study now underway for this area, addresses a range of issues, including land use, densities, and built form. The Part II study will respond to objections filed against the Central Waterfront Plan, many of which were from property owners in the East Bayfront who object to the reduced densities and the strictly industrial land use designation. The Part II planning study will assist Council in making decisions about the future of this area, including the future of industrial development and the feasibility of mixed uses and residential uses.

The East Bayfront Part II study will immediately benefit from the guidance provided by the Cityplan '91 process.

The Part II study has already identified important objectives for the East Bayfront:

i) Create a more rational street and block pattern by realigning Queen's Quay East to the south. This will also provide better connections to the Port Industrial Area and with Lakeshore Boulevard. It will strengthen Queen's Quay as a Waterfront Boulevard.

ii) Generally designate the lands south of the realigned Queen's Quay to accommodate a continuous, linked open space system and other public uses that will serve the needs of both local residents and workers, as well as the waterfront needs of the wider community. This open space system would connect across to the Don River. This principle does not contemplate removing the existing Redpath Sugar refinery.

iii) Develop Urban Design Guidelines for this area which are consistent with adjacent development and address issues of wind, sun and views on the waterfront. Generally, it is expected that any buildings south of Queen's Quay will be of a one- to three storey form and that, to the north, buildings will gradually rise from a low point at Queen's Quay to heights at Lakeshore Boulevard consistent with development to the north.

iv) Residential uses will only be considered on the condition that the issue of potential conflict with existing industrial uses is satisfactorily addressed, a viable neighbourhood with full community facilities can be created and environmental problems can be fully dealt with. The linear nature of the East Bayfront and the poor connections to the communities to the north are issues that must be considered.

v) As recommended elsewhere in this report, no new commercial office centres will be considered in the East Bayfront. Only office uses ancillary to other uses will be provided for.

vi) Explore opportunities to create employment through varied types of industrial and quasi-industrial uses, especially those which might benefit from a Waterfront location.

vii) Preserve significant aspects of our Waterfront's built heritage such as the Victory Soya Mills silos and the continuing use of the Redpath Sugar refinery.

viii) Achieve the highest environmental standards, particularly with respect to the removal of contaminated soil and appropriate flood protection.

Because the East Bayfront includes large, publicly owned pieces of land, we may be able to achieve other significant public goals through comprehensive redevelopment. An intergovernmental structure like the Regeneration Land Trust, recommended by the *Watershed* report, may be able to deal with the major costs of environmental issues like soil remediation and flood protection, as long as this can be achieved without comprising good planning.

9.3.4.8
Port Industrial District and Outer Harbour Headland

The Port Industrial District will be targetted for new industrial and recreational projects. The future of the East Bayfront is under study.

As indicated earlier, the Port Industrial District is at a turning point in its history. The City recognizes the importance of maintaining industrial uses here, but also recognizes that the Port Industrial District is being underutilized. This area thus offers opportunities for regeneration and revitalization, through the Toronto Economic Development Corporation (TEDCO) in the eastern portion, through the Regeneration Land Trust in the west, and through a consolidation of the Port itself.

The City's goals for the Port have included maximizing public parkland and improved public access wherever possible. The plan outlined in the *Watershed* report for parks, open space and access to the water's edge reaffirmed the course already set by the City: i.e., an expanded Cherry Beach Park of 85 acres. This new park will include a large new area east of the existing beach, which will connect this part of the open space system to the Leslie Street Spit. This will also make an important contribution to the Waterfront Trail. The Outer Harbour Marina and adjacent area would also be transferred to the City for parkland, and a Don Valley Open Space Corridor would be created to connect the Don Valley with the expanded Cherry Beach/North Shore Park, and ultimately, the Leslie Street Spit.

The Royal Commission's *Watershed* report recommends that other lands presently owned by the Toronto Harbour Commissioners and other public agencies, which lie east of the Don Valley Open Space corridor, be transferred to TEDCO for industrial development. TEDCO would also manage a Centre for Green Enterprise and Industry within this industrial redevelopment area, which could become a catalyst to foster environmentally-friendly business and manufacturing; a centre for collecting, analysing and disseminating environmental information; and an education and training facility.

If the Port Industrial District were reorganized and consolidated, important opportunities would open up for providing major public amenities and improved public access to the water, especially in strategically located spots like Polson's and Cousin's Quay. The *Watershed* report recommends that "port activities" be consolidated to the south of the Ship Channel and west of the Hearn Generating Station/ Don Valley Open Space Corridor. It also recommends that the Toronto Harbour Commissioners' and the other publicly owned lands located West of the proposed Don Valley Wildlife Corridor and North of the Ship Channel, be transferred to a new Provincial agency called the Toronto Waterfront Regeneration Land Trust, which would coordinate remediation and redevelopment.

The City, the Toronto Harbour Commissioners, Metro, and the Province are also in the process of engaging consultants to undertake a joint study of the future economic viability of the Port. This study, which could be completed over the next few months, should provide the participants with sufficient information to assess the land, road, and rail requirements of a working Port for the future.

In the Outer Harbour and along the Leslie Street Spit, the City recognizes the value of maintaining natural areas, and is actively working to reinforce them.

The Don River, as we have already indicated, is – or should be – intimately connected to the rest of the Waterfront. City Council has, therefore, directed the Bring Back the Don Task Force to undertake initiatives that would contribute to the ultimate goal of restoring the Don River and Valleylands by the year 2001. As one of its initiatives, this Task Force will be proposing re-establishing a marshland of approximately 125 acres at the mouth of the Don in the Port Industrial District. Their hope is to recreate the historic relationship of the Don with the Lake, i.e., to create a delta or a marshland. Apart from creating a new land use in this area, which would add to the recreational potential of the Port Industrial District, such a marshland could also help cleanse polluted river water before it reaches the Lake. This proposal is discussed more fully in Chapter 4 of this report.

One of the proposals of the Bring Back the Don Task Force is the recreation of a marshland at the mouth of the river.

9.3.5
OVERVIEW

The City is in an exciting phase of Waterfront development and the Royal Commission is strategically placed to help resolve many of the jurisdictional stalemates that have stalled the creation of an exciting and public Waterfront for far too long. Through the coordinated efforts of the various levels of government and the significant studies presently underway, the opportunity now exists for the City to create, at last, the vital Waterfront its citizens desire and deserve.

9.4
A LAND USE AND STRATEGIC PLAN BEYOND THE DOWNTOWN

> "We can do better. Our fellow citizens are demanding that we do better. It is up to the developers, the architects, the planners and the politicians to respond."
>
> **Prince Charles**

9.4.1
INTRODUCTION

Toronto is known as a city of neighbourhoods. It has earned this reputation by respecting its traditional settlement patterns and by allowing its neighbourhoods to evolve slowly and incrementally. For some,however,this image seems threatened, like the respondent to the Cityplan questionnaire who wants us to "bring back the concept of Toronto as a city of neighbourhoods." Our challenge throughout this document has been to reinforce Toronto's neighbourhood strengths while drawing on the lessons from the past when planning new neighbourhoods. We, too, like the Cityplan survey respondent, would like to maintain Toronto as a city of neighbourhoods.

During the next 15 years, Toronto will be faced with the additional challenge of balancing future growth, while at the same time reinforcing the liveability of the City. Cityplan '91 represents an opportunity to establish a clear direction for the City and its neighbourhoods based on this challenge. This chapter will attempt to spell out a vision of how Toronto should look, feel and function into the next century and will explore a strategic direction for future change.

People generally fear change and often oppose it; yet, as has been shown frequently in the past, growth, which brings about change, can occur without destroying the qualities that make the City desirable. In order to retain these desirable qualities through balanced growth, it is essential that we know where we want to go and then define how to get there. As new pieces of the City are developed, we must ensure that they are planned to fit into the image that Torontonians have for the future. Chapter 5.5 on "Neighbourhoods" defines a clear vision for building liveable neighbourhoods in the 1990s. This chapter will focus on a strategic plan for achieving the vision over time.

9.4.2
CURRENT PLANNING FRAMEWORK

As described in Chapter 3.1 of this report, Part I of the Official Plan covers the entire City and was first adopted in 1969 with major amendments approved through the 1976 Central Area Plan Review. Part II amendments to the City-wide Plan have been made during the 1970s and 1980s in the form of neighbourhood area plans.

Map 9.8 indicates those neighbourhoods where detailed Part II Plans have been completed and adopted. Generally, these Plans identify land use districts, height limits and density provisions for their respective areas. They all recognize the importance of stable low density residential neighbourhoods, linear retail shopping strips and human scale buildings. These principles remain valid today; however, many Neighbourhood Plans are in need of a policy review and update.

While many neighbourhoods outside the Central Area have been studied through a Part II or neighbourhood planning process, much of the City is still subject to the Part I Official Plan policies that were adopted in 1969. These policies were developed over 20 years ago when Toronto faced a different set of issues. Hence, many of these policies are outdated and are in need of major revision to provide a new framework for change over the longer term. Highlights of the 1969 Part I Plan that still have land use implications for the City's neighbourhoods include the following:

Residence Areas

Both Low and High Density Residence Areas were identified in 1969. Low density neighbourhoods were regarded as stable, with little redevelopment contemplated. High Density Residence Areas were advocated around certain subway stations with redevelopment anticipated at a density of two times the lot area.

Regional Commerce Centres

In order to consolidate commercial development into a number of focused nodes, the Plan advocated two Regional Commerce Centres at Yonge and Eglinton and Yonge and St. Clair. Both of these areas were to permit redevelopment at a density range of five to seven times the lot area for major office purposes.

District Commerce Centres

The Plan recommended that retail shopping, office and institutional uses which were dispersed along the City's linear retail strips be consolidated into district centres located on major arterial roads throughout the City. Densities of up to five times the lot area were advocated to encourage these new centres.

Areas of Industry

The Plan designated large areas of the City, primarily in the west, Waterfront and east, as appropriate for industrial use. Densities of five to 12 times the lot area were recommended. Despite the industrial designation, these areas also permitted commercial uses at these same densities. Thus, the Plan did not reserve these lands exclusively for industrial use.

Map 9.8
Areas Subject to Part II Amendments to the Official Plan

Areas

1 Rosedale
2 Greenwood-Danforth
3 Collier-Reynolds
4 Swansea

5 St. Lawrence

6 North St. James Town
7 Yonge-St. Clair

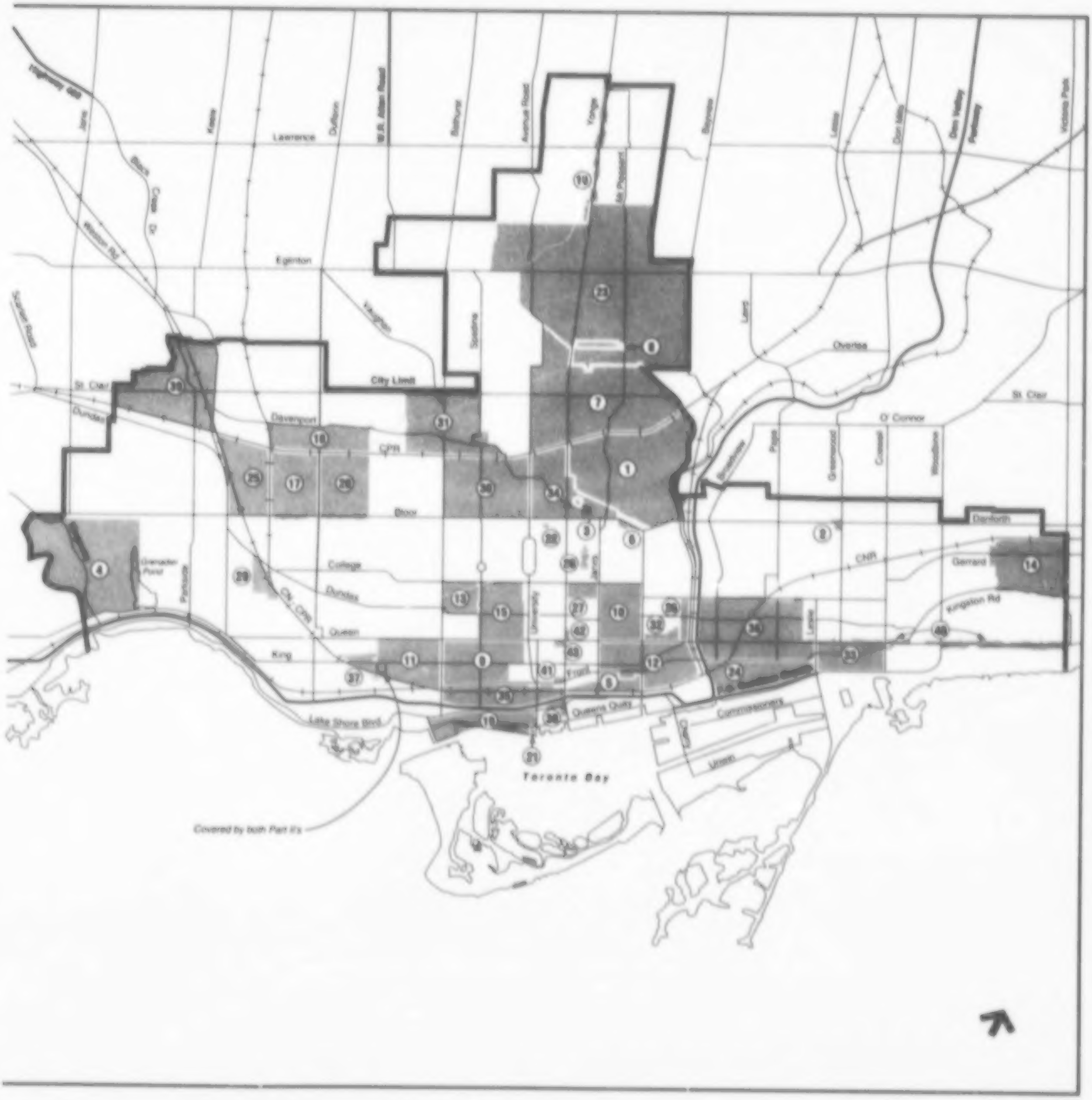
8 Merton Street
9 King-Spadina/King
  Spadina-John/
  Simcoe-Duncan
10 South of Carlton
11 Niagara
12 King-Parliament

13 Kensington
14 East of Main
15 South-East Spadina

16 Yonge-Lawrence
17 Wallace-Emerson
18 Dufferin-Davenport
19 Harbourfront

20 Dovercourt Park
21 Terminal Warehouse
22 Sultan-St. Thomas
23 Yonge-Eglinton

24 South of Eastern
25 Junction Triangle
26 Queen-River
27 McGill-Granby Area
28 Church Street Area
  of Special Identity
29 Wabash-Sorauren
30 Annex
31 Bathurst-St. Clair
32 Trefann Court
33 Knox-Eastern
34 North Midtown
35 Railway Lands
36 South Riverdale
37 Massey-Ferguson
38 World Trade Centre
39 Stockyards Industrial
  District
40 Queen Street East
41 Yonge/Front/Bay/
  Wellington Lands
  (BCE Place)
42 Theatre Block
43 Yonge/Queen/Bay/
  Adelaide Lands
  (Bay-Adelaide Centre)


Highway 400
Jane
Black Creek Dr.
Keele
Dufferin
W.R. Allen Road
Bathurst
Avenue Road
Yonge
Mt Pleasant
Bayview
Leslie
Don Mills
Don Valley Parkway
Victoria Park
Lawrence
Eglinton
Weston Rd
Vaughan
Spadina
Laird
Overlea
St. Clair
City Limit
Davenport
Dundas
CPR
Bloor
O' Connor
Broadview
Pape
Greenwood
Coxwell
Woodbine
Danforth
Gerrard
CNR
Kingston Rd
Grenadier Pond
Parkside
College
Queen
King
University
Jarvis
Front
Queens Quay
Commissioners
Unwin
Lake Shore Blvd.
Toronto Bay
Covered by both Part II's

9.4.3
GOALS

In Chapter 1, "The Significance of Cityplan'91", we have articulated a number of themes to help guide decision-makers towards the goal of making Toronto the best city it can be. These include adopting a balanced approach to growth, creating new liveable communities, adopting strong environmental criteria, reinforcing the City's public spaces, improving urban design and building on our expansive public transit system, while improving maintenance of public transit.

To achieve these objectives will admittedly require a coordinated effort on the part of the public, private and community sectors. A healthy city that is green, clean, safe, attractive, vibrant, friendly and caring can be achieved only if all segments of the community pull together and contribute in their own ways towards realizing this vision.

Building a healthier city goes hand in hand with creating liveable neighbourhoods. We are convinced that it is possible to accommodate more people throughout Toronto and at the same time to have a better city, provided people have access to the community facilities that would help give them a sense of belonging to a community.

People live in neighbourhoods, not just housing. Building liveable neighbourhoods is an ongoing and deliberate exercise. To build successful neighbourhoods, we must find ways to provide the full complement of services in each of the City's neighbourhoods in order to fulfill people's needs throughout their life cycles. Ideally, one should not be forced to sever one's neighbourhood roots as one ages or as one's circumstances change through illness, separation or economic circumstances, for a lack of basic services or housing options.

9.4.4
STRATEGIC FUTURE DIRECTIONS

The past 20 years have brought many changes to Toronto. New development pressure in the downtown, Waterfront and the neighbourhoods has underscored the importance of careful planning. In this Proposals Report, we are recommending a comprehensive set of planning policies to address such issues as affordable housing and community support service needs, job losses, high quality urban design, physical built form, transportation, heritage preservation and the environment.

Public expectations for planning are high judging from the views as expressed by the many respondents to the Cityplan '91 questionnaire. To begin to meet these expectations, we are proposing that the 1969 policy framework for the neighbourhoods be replaced with policy directions that will promote a city more in keeping with current issues and realities. Much work has already been done towards meeting this objective. This chapter and Map 9.11, Strategic Directions, highlight these initiatives.

9.4.4.1
Main Streets

Encouraging more housing over stores on the City's main streets represents a simple concept that has its roots in Toronto's history. Toronto is a grid city that has produced a clear pattern of small storefronts that line our main streets. Face-to-face personal contact between the shopper and merchant over the years has helped to reinforce the sense of individual commitment to the local neighbourhood. Throughout the City, retail shopping strips function as village centres and meeting places for adjacent residential neighbourhoods. In addition, residents living above stores add a dimension of safety after the shops are closed at night. This observation was most simply and eloquently expressed by one respondent to the Cityplan questionnaire, who stated that he liked Toronto because of its "inner city residents, who keep the streets safe at night and help maintain neighbourhoods that keep Toronto liveable". The pattern of development along main streets is a distinct Toronto feature that can provide new opportunities for the future to build on this sentiment.

The main streets initiative seeks to reinforce this basic pattern by encouraging small-site development and low-scale mixed commercial-residential buildings. Adding three to four storeys of housing over stores can be accommodated in most neighbourhoods without having a negative impact on the quality of the street or the stability of adjacent residential areas. It provides a significant opportunity for positive change.

Hence, the goal of balanced growth while providing liveable neighbourhoods appears within reach with this type of development. Chapters 7.3 on "Social Planning and Community Services" and 7.8 on "Main Streets" elaborate further on these points.

Much work has been done to advance the main streets concept. A major international competition was held to solicit new ideas and explore different building types. Parking studies were conducted to develop a strategy how to deal with parking needs without building an excessive number of costly underground parking spaces to serve residential and commercial uses. An economic feasibility study was also completed to test various development options. Finally, studies were done regarding different zoning approaches.

The most important single conclusion of all this work is that no one formula or building solution can be applied equally to all main streets across the City. Proposed policies must be sensitive to the different characteristics and conditions that exist throughout the City's neighbourhoods. For example, an illustration of the range of different building configurations is shown in Figure 9.1.

While aspects of the main streets initiative will be implemented through a parallel reporting process, we are recommending that the District Commerce designations contained on Map 1 of the Part I Official Plan be deleted and replaced with main streets designations. A preliminary indication of these new designations is shown on Map 7.6. These designations only relate to areas that are already zoned to permit commercial or commercial-residential uses and which currently function as shopping strips.

It is important to understand that these proposed designations only represent geographic areas and that the proposed policies include only a qualitative description of these areas. They do not at this time correspond to densities or height limits. Density and height limits will be established through an implementation report on main streets. These controls along with other policies pertaining to parking, built form, heritage, transportation and community support services will be formulated in a way that reflects the characteristics of different neighbourhoods across the City.

9.4.4.2
Existing Residential Neighbourhoods

Most of the City comprises various types of residential neighbourhoods. The majority are low-scale two- to three-storey houses while others consist of medium- to high-rise apartment buildings. Existing policies and future strategic directions are relevant to the long-term liveability of these areas. Chapter 5.5, "Neighbourhoods", contains policy statements that are relevant to both these areas.

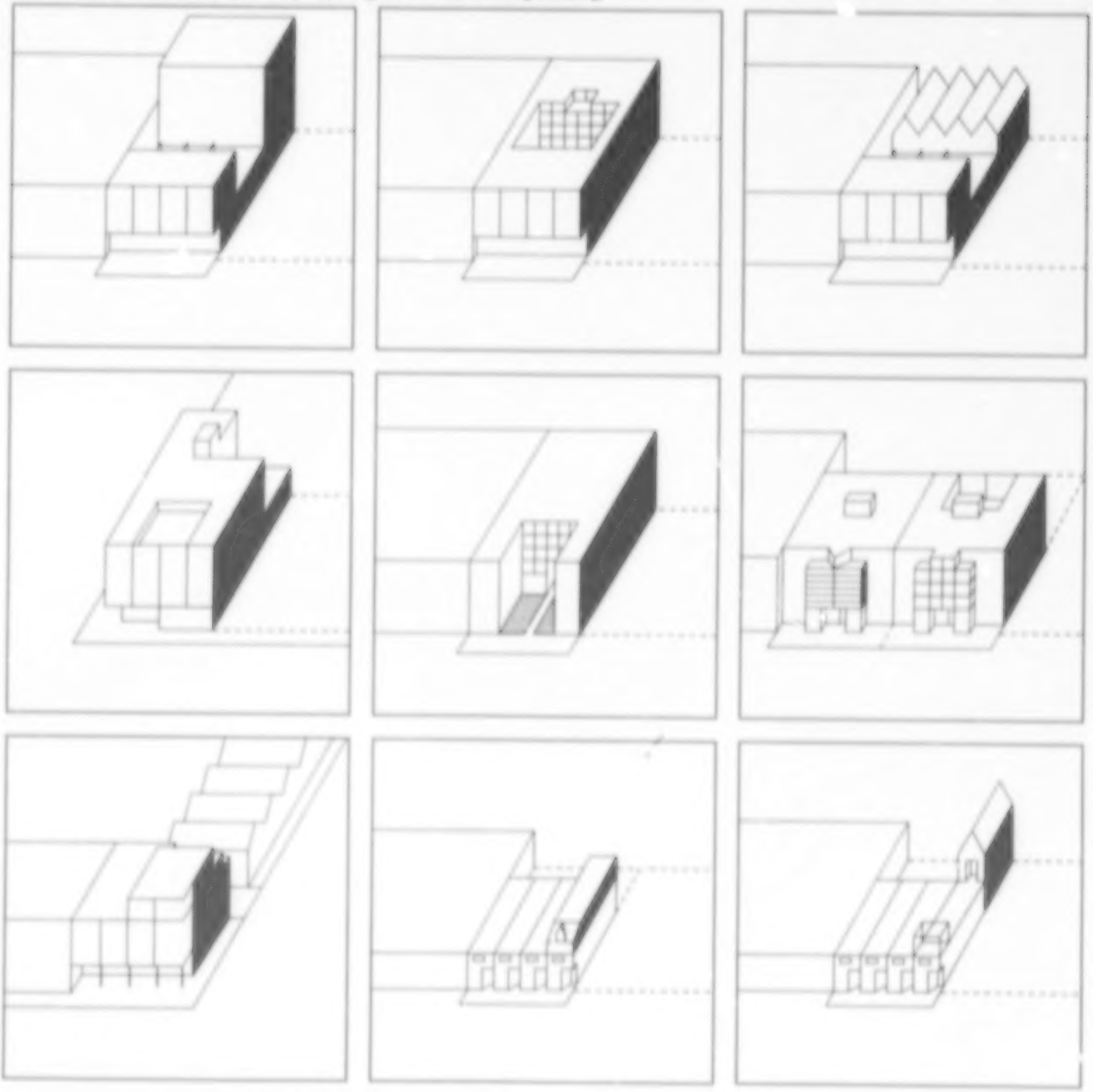
Low Density Residence Areas

The protection and support of these neighbourhoods has long been a primary goal of the Official Plan. Low Density Residence Areas constitute the single largest land use in the City. The long-term stability of these neighbourhoods continues to be a fundamental policy objective of Cityplan '91.

To strengthen and give substance to this objective we are proposing to introduce a new Neighbourhoods Section into the Part I Plan. Chapter 5.5 provides the substance of the proposed Neighbourhoods policies including directions; on how to integrate new development into an established neighbourhood context, on the components of the neighbourhood planning process itself, and on how to achieve housing diversity.

In addition, we will be initiating specific area planning studies over time to investigate such matters as densities, setbacks, depth and height depending on local neighbourhood issues and objectives. The current *Replacement Housing* study dealing with issues of streetscape, basement garages and the extent of front yard landscaping is an example of the type of study that will be carried out.

Figure 9.1
Main Streets – Possible Building Typologies (Berridge Lewinberg Greenberg)



High Density Residence Areas

As mentioned previously, the 1969 Part I Official Plan advocated a series of High Density Residence Area designations on Map 1, which were generally focused around certain subway stations. These areas were slated for redevelopment. Densities up to two times the lot area were proposed to encourage the assembly of low density houses and their redevelopment for apartment buildings.

As a result, during the early 1970s, large areas of the City were in fact transformed into high-rise apartment districts, best represented by the apartment clusters now found around the High Park, Yonge-St. Clair, Yonge-Eglinton and Danforth-Main subway stations. While these areas have generally been mostly developed, other neighbourhoods still designated as High Density Residence Areas on Map 1 through the 1969 Plan have never been redeveloped for high density apartments. Such neighbourhoods are found in South Parkdale, Bloor-Dufferin, Broadview-Danforth, Pape-Danforth and Greenwood-Danforth.

Despite the existence of the High Density Residence Area policy for 24 years, these neighbourhoods still function as stable, thriving low density communities. They consist of typical houses which have undergone a similar renovation cycle experienced by other Toronto neighbourhoods. They all share common characteristics such as attractive streetscapes, street trees and community pride.

However, only the South Parkdale High Density Residence Area has been the subject of extensive study. The South Parkdale Part II Official Plan Proposals Report has recently been released and it recommends that the High Density Residence Area designation be deleted to be replaced with a Low Density Residence Area designation.

Other neighbourhoods located in the Bloor-Dufferin, Broadview-Danforth, Pape-Danforth, Greenwood-Danforth and East of Main districts will be the subject of either local or City-wide planning studies which will be initiated this year. All of the above areas are shown on Map 9.11, Strategic Directions.

Despite having been designated as high density for over 20 years, some of these areas have thrived as stable low density neighbourhoods.

9.4.4.3
New Residential Neighbourhoods

As Chapter 5.5 indicates, the production of housing units alone is not sufficient to create good quality neighbourhoods.

The past 40 years of neighbourhood building in Toronto have provided an incredible wealth of knowledge and insight into the ingredients that are needed to make successful neighbourhoods.

For example, the successes and failures of planning and redevelopment experiences in Moss Park, Regent Park, St. Jamestown, St. Lawrence, Frankel-Lambert, Harbourfront and, currently, with the Railway Lands, the Massey Lands and Ataratiri, have all enriched our understanding of how to create good neighbourhoods. Building long lasting, liveable neighbourhoods in the future will clearly involve learning from the good, discarding the bad and applying these lessons to a careful planning process, and a serious commitment to providing a full range of support services.

Parks, schools, daycare centres, libraries, and community and recreation centres are some of the basic support services that are virtually taken for granted by most residents of Toronto's neighbourhoods. These services contribute to neighbourhood cohesion and, in fact, help make neighbourhoods liveable and comfortable.

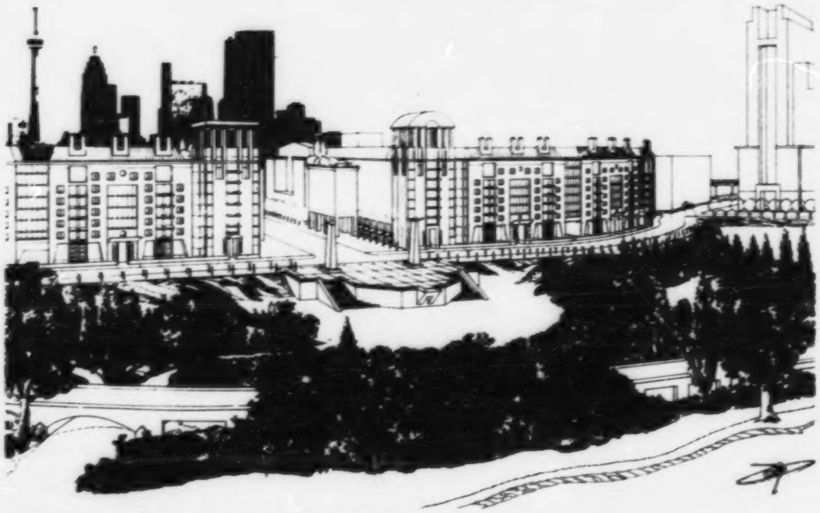


Figure 9.2 A perspective view from Ataratiri to the City (The Kirkland Partnership)

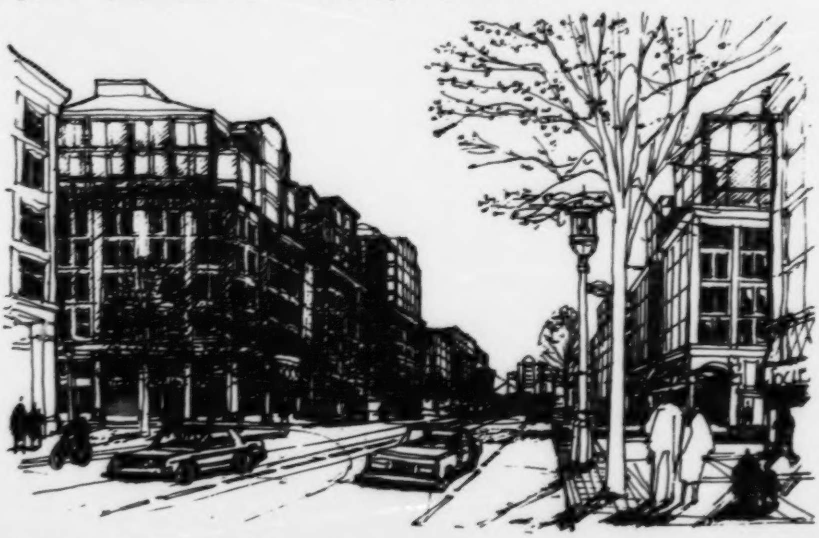


Figure 9.3 Typical Street in Ataratiri (Speziani and Fong)

The basic need for a full range of services must be addressed as part of the planning process and represents a significant criteria for evaluating several large-scale redevelopment proposals for housing involving thousands of housing units in all parts of the City. The following three emerging neighbourhoods illustrate the extent of change that the City will face during the life of Cityplan '91.

Ataratiri

Ataratiri is perhaps the most well-known new neighbourhood in the planning stages. It is the largest public initiative ever launched by the City in partnership with the Province. The Plan contemplates the redevelopment of approximately 32 hectares of underutilized industrial land into a new residential community for 12,000 people. As indicated on the illustrations opposite, it is located immediately east of the St. Lawrence residential neighbourhood extending from Parliament Street to the Don River.

Extensive studies have been carried out as part of the planning process for Ataratiri dealing with such matters as the environment, transportation, site planning, urban design, community services, recreation facilities, employment and land use issues. The primary emphasis has been to ensure that Ataratiri, as it evolves, replicates all the necessary elements of a normal, healthy Toronto neighbourhood.

Ataratiri will continue to build on the success of the St. Lawrence Neighbourhood. Schools, parks and community support facilities are being planned as an integral part of the overall initiative. In addition, the basic physical framework of streets, block sizes, open spaces, building scale and type are being developed along familiar patterns. We are anticipating that construction of the first phase will start within the next two years, with the total project phased in over a 10-year time frame.

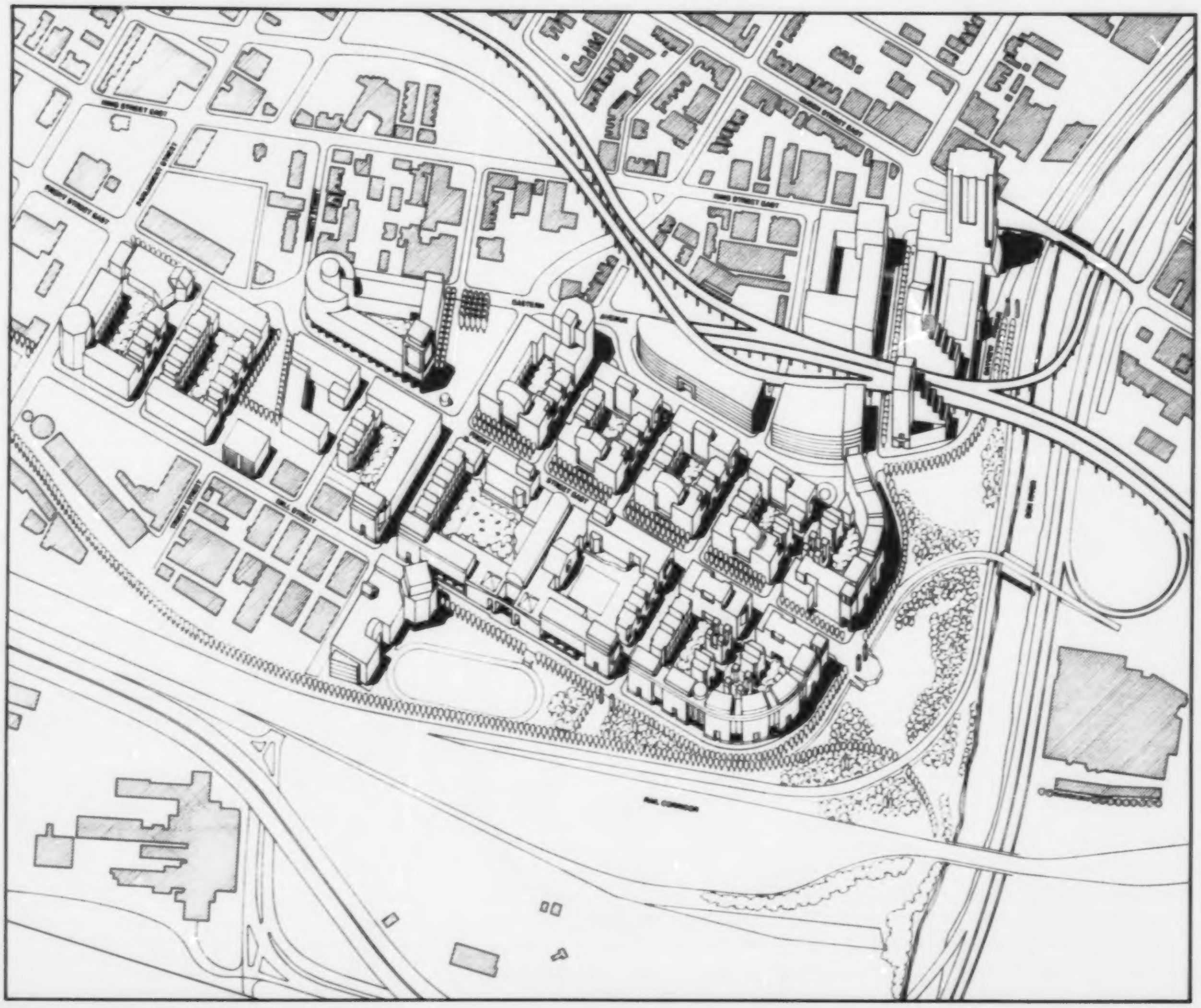


Figure 9.4 Ataratiri Neighbourhood (The Kirkland Partnership)

Goderham and Worts/Triangle Lands

The 4.5 hectares Gooderham and Worts distillery complex has been declared a site of National Historic Significance and its redevelopment will have to be sensitive to its heritage value.

The Gooderham and Worts lands are located on the west side of Parliament Street immediately to the south of Ataratiri comprising approximately 4.5 hectares. The Gooderham and Worts distillery complex of buildings represents a unique architectural and historical resource for the City that dates from 1859 when the distillery was first established on the shoreline of Toronto Bay. The significance of the Gooderham and Worts complex as one of the few remaining totally integrated 19th century industrial complexes was formally recognized by Heritage Canada in 1990 when it was declared a site of National Historic Significance. Production operations were, however, halted in 1990 and the owners are currently contemplating redevelopment options.

As part of the process of deciding how the complex could be sensitively redeveloped, urban design studies, architectural studies and building analyses were conducted in 1990. Preliminary planning work has now been initiated to determine appropriate land use objectives. Given the special nature of these buildings and their relationship with the Ataratiri lands, an integrated mixed-use approach seems most appropriate at this time, focusing on preserving the unique heritage of the complex.

The triangle lands consist of those lands east of Parliament and south of Gooderham and Worts to the main rail corridor. These lands are now occupied by automobile and industrial uses and will also form part of the planning studies being carried out for the area.

Queen-Dufferin-Liberty

The redevelopment of the former Massey Ferguson lands as a new residential neighbourhood will continue north of King Street.

As Map 9.11 indicates, the Queen-Dufferin-Liberty district represents an extensive area under study. It is bounded by Queen on the north, the Gardiner Expressway on the south, Shaw Street and Strachan Avenue on the east, and Dufferin Street on the west.

This area is being studied in two separate phases. The first phase focuses on the portion north of King Street and is referred to as Queen-Dufferin. It is characterized by a mix of low density housing on Dovercourt, medium use apartment buildings on Dufferin and a variety of low-scale industrial buildings and vacant lands.

Approximately 11 hectares of this area comprises the former Massey-Ferguson lands. In this area, planning policies adopted by City Council in 1986 envisioned a mixed industrial-commercial development. While several blocks south of King Street have been redeveloped for these uses, and some blocks north of King Street are now residential, the bulk of the Massey lands north of King Street have been acquired by Bramalea and are the subject of an Official Plan Amendment and rezoning application to permit approximately 1,100 residential units. An extensive planning study has recently been completed for the entire Queen-Dufferin area to establish the policy framework, built form parameters and community service needs for this area.

The second phase of the study area south of King Street, and known as Liberty, has been designated for industrial development. However, a major private sector study is now underway to move and consolidate the joint CN Weston and CP Galt subdivision rail corridors south into the CN Guelph Subdivision rail corridor. Should this concept prove viable, it will open up extensive new lands for redevelopment north of the consolidated rail corridor. Map 9.11 illustrates the scale and magnitude of these lands.

The rail relocation concept must be viewed in the context of the Royal Commission's study of dismantling the Gardiner Expressway and the alternative possibilities that the rail relocation would create for aligning the proposed Front Street extension largely on the ground rather than as an elevated expressway ramp, which is the current proposal. When these three related studies (i.e., the Queen-Dufferin study, the King-Liberty study, and the rail relocation study) are considered together, it is clear that a long-term land use strategy for this area needs to be established on the basis of the possibilities opened up by these initiatives.

These studies, which have recently been initiated by the City, will assess the opportunities available to achieve transportation, land use and built form objectives. They will also help to define the potential geographic extent and the planning rationale for creating a future neighbourhood in this area.

Bathurst-St. Clair

The most significant emerging new neighbourhood in the northern portion of the City is located between St. Clair Avenue West and Heath Street, east of Bathurst Street. This area is currently the subject of a major development initiative which contemplates a total of 3,000 housing units on lands located in both the City of Toronto and the City of York, with approximately 10 percent of this area in the City of Toronto. Extensive planning is underway to identify the most appropriate development concept for these important lands in light of their subway-oriented location and their surrounding neighbourhood context.

Overview of New Residential Neighbourhoods

The transformation of these large geographic areas of the City to residential use will continue to be evaluated in the future in light of all policy objectives contained in this Proposals Report. In conducting these evaluations, Planning staff will need to pay particular attention to density and built form considerations to ensure that new residential development is compatible with the existing context and that it creates an appropriate model for future development. These new pieces of the City will need to be integrated into the current neighbourhood fabric gradually and sensitively, so it appears that they represent a natural extension of the City.

The proposed mechanism outlined in Chapter 7.3 regarding the preparation of community strategic plans to address community service needs provides an essential process for devising strategies to secure the necessary community support facilities in new neighbourhoods. Policy statements outlined in Chapter 5.5 on "Neighbourhoods" are also relevant.

9.4.4.4
Shopping Plazas and Malls

During the 1960s and 1970s, neighbourhood and district shopping centres were developed at various locations throughout the city. Typical examples include the Galleria, Towers-Loblaws (Bloor and Dundas), Dufferin Mall, Gerrard Square and Riverdale Plaza. Many smaller examples also exist such as Southport St. in Swansea, on Dupont at Shaw and on College at Crawford. All of these sites have large-surface parking lots in front of the stores. Indoor parking is also available in certain locations.

District shopping centres with their large surface parking lots will be studied for their housing potential and commercial use.

Over time, several of these centres are likely to be redeveloped for mixed commercial-residential purposes. An important opportunity now exists to initiate planning studies to best determine how some of these larger sites could be successfully reintegrated into the fabric of their surrounding neighbourhoods. We are proposing to initiate these studies with the full participation of the land owners and adjacent residential and business communities. Map 9.11, Strategic Directions, illustrates where we propose to undertake shopping centre studies.

Significant potential exists to make dramatic physical improvements through urban design, community improvement and transportation strategies that could help to alleviate the negative impacts existing on the quality of neighbourhood living that residents now experience in the vicinity of these centres.

9.4.4.5
East of Main Yards and the Greenwood Racetrack

It is hard to anticipate the degree, nature and timing of change over the next 10- to 15-year period. There will always be unique or special circumstances that will require an equally unique solution and there will always be unanticipated events that merit a considered planning response. Rapid change has become a cliché, but it is worth remembering that over the past 15 years we have made dramatic planning changes to this City.

A Community Task Force has been established by the City to look at alternative uses for the CN East of Main rail yards.

As an example of what the future holds, in the eastern end of the City, a major planning exercise is now underway to determine the future of the CN East of Main rail yards. The yards are undergoing an environmental assessment initiated by GO Transit to evaluate a proposal to develop the area into a major GO Transit service, repair and storage facility. A community task force has been established by the City to assess the proposal and planning studies are underway to evaluate alternative land use scenarios for the site and their relationship to the larger land use context. The future for this area is uncertain at this point and merits careful, ongoing monitoring.

South-west from the CN Main rail yards, lies the Greenwood Race Track which, despite its current popularity and economic benefits, also faces an unpredictable future. In order to be better prepared for any future eventuality, we are suggesting that a strategic evaluation of the Greenwood Race Track also be initiated.

The redevelopment potential of the Greenwood Race Track offers a tremendous opportunity to achieve local and City-wide objectives. Its location on the lakefront and its proximity to downtown via road and transit are both major assets. The local residential context of attractive and well-established neighbourhoods provides a solid foundation on which to plan the future of the site. For these reasons we consider it desirable to include the redevelopment of the Greenwood Race Track as a significant element in the long-term strategic plan for the City.

9.4.4.6
Greening of the City

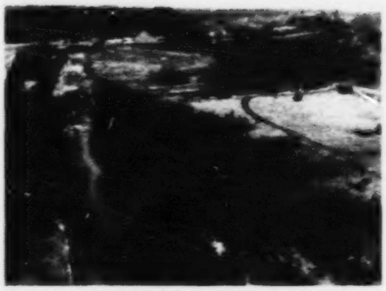
Toronto is blessed, perhaps more than any other large North American city, with an abundance of natural areas along its many river valleys that remain in a relatively unspoiled state, despite surrounding urbanization. Torontonians love their natural areas. Fully 20 percent of the respondents to the Cityplan open-ended questionnaire cited the natural environment in the City as the most important aspect of Toronto they liked. The words of one respondent echo this familiar theme. He wrote: I like "the greenspace and the trees that still exist. This should be preserved as much as possible." The Cityplan proposals offer an opportunity not just to preserve what we have, but also, perhaps, to restore some of what we've lost.

Restoration of Don Valley

Perhaps one of our most dramatic challenges ahead is to restore the Don River Valley. Over the years, we have turned our backs on Toronto's most important river valley system. Much of it has been relegated to a transportation and utility corridor that separates East Toronto from the rest of the City.

If we are truly serious about the environment, the restoration of the Don River Valley offers a wonderful opportunity to realize a major strategic initiative in this area. Much work has already been done to tackle this challenge, but it is apparent that a completely different approach is needed to break through the myriad of jurisdictional, bureaucratic and political roadblocks. For this reason we have included in Chapter 4 of this report, Official Plan Policy proposals aimed at restoring the river to a more natural state.

As recommended in Chapter 4, we are proposing that a Part II Official Plan be prepared for the City of Toronto portion of the Don River Valley. The Plan would be unique in that it would focus on the ecological, dynamic and holistic relationships within the river valley system. The Don River Valley restoration is also shown on the attached Strategic Directions Map.



The restoration of the Don River Valley is perhaps one of the most dramatic challenges Torontonians face in the next decade.

Continuous Open Space Links

The City has recently demonstrated its commitment to developing and improving its open space system by acquiring the Belt Line linear open space in North Toronto. The Belt Line will provide a new link in the City's ravine and open space system by connecting the neighbourhoods west of Yonge Street with Mt. Pleasant Cemetery and the ravine systems that feed into the Don Valley. After over 20 years of determined effort on the part of City residents and politicians, the Belt Line vision will finally become a reality.

There are numerous other opportunities to establish linkages between the City's natural areas and open spaces. Some may involve acquiring key pieces of land, as in the Belt Line example, while others may consist of simply widening sidewalks and planting additional trees to emphasize pedestrian connections. In light of these opportunities, Chapter 5.3 of this report proposes that an open space system be established throughout the City. The Belt Line Park is shown as a key opportunity on the Strategic Directions Map.

The Belt Line is a case where 20 years of patient work by Torontonians has paid off in an important new link in our open space system.

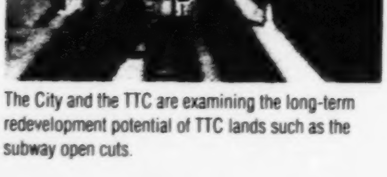
9.4.4.7
Part II Official Plan Policy Review

Approximately half of the City's neighbourhoods are now covered by Part II or local Official Plans. Most of these Plans were completed in the 1970s and 1980s. While their fundamental principles remain valid, it is now appropriate to review the policy framework contained in these Plans to assess whether it still corresponds to the City's current environment and future vision. A systematic approach to the policy review will be conducted, based on such criteria as the continued relevance of the initial policy direction, current development pressures, opportunities to achieve public objectives, consistency with newly emerging planning principles, timing and resource allocation. New Part II studies will also be initiated where appropriate, based on similar criteria.

Such matters as community support services and facilities, built form implications of commercial and industrial densities, transportation improvements, community improvement strategies and land use adjustments will be considered during the course of these reviews. In addition, we will be revising all Part II Plans to delete the units per hectare system of density regulation as is being recommended on a City-wide basis.

The overall thrust of these many and diverse studies will be to provide a clear picture of the future evolution of the City beyond the downtown over the longer term.

9.4.4.8
TTC Lands Study


The City and the TTC are examining the long-term redevelopment potential of TTC lands such as the subway open cuts.

While the Toronto Transit Commission's primary function is to operate a comprehensive urban transit system, it also controls an extensive land inventory throughout the City which has considerable redevelopment potential and needs to be addressed in the context of a long-term plan.

The TTC's lands include subway stations, maintenance and repair yards at Greenwood and Davisville stations, streetcar barns at Roncesvalles, Wychwood, Christie and Connaught, and bus barns at Coxwell and Danforth, Lansdowne and at Yonge and Eglinton. Redevelopment potential also exists along the subway open cuts on the Yonge line north of the Bloor. Finally, the surplus subway lands along the Bloor-Danforth subway comprise an extensive network of small but important parcels of land on the north side of Bloor-Danforth situated between the adjacent residential neighbourhoods and the retail strips.

Many of these lands represent opportunities for both the TTC and the City to achieve long-term planning objectives. However, the existing Official Plan framework does not provide a clear-cut policy direction for many of these lands, often leading to direct confrontations between the TTC and the City, which are not in the long-term interests of either body.

As a result, a comprehensive TTC Lands Study has been initiated by the City in consultation with the TTC to identify an appropriate Official Plan and zoning strategy that will provide direction for the long-term redevelopment of many of these lands.

9.4.5
Achieving the Strategic Plan

The elements of a strategic plan for the City beyond the downtown are actually very simple. Existing and future neighbourhoods will continue to provide a solid foundation for the future evolution of the City. To ensure this, every effort will need to be made when evaluating redevelopment proposals to respect neighbourhood scale, character and diversity. The strategic planning process will also need to ensure that new neighbourhoods are served with adequate community support facilities. Planning initiatives will need to encourage more housing above stores along our main arterial shopping streets at a scale that is compatible with local areas. All planning decisions in the future will need to be based on the fundamental principle of caring for the built environment and shepherding our natural resources for future generations.

To achieve the strategic plan for Toronto over time will not be easy. The road used to get there will be smoother, however, if the following operating principles are respected by all parties charged with implementing Cityplan '91.

1. Balance Immediate vs Long-term Goals

Working towards a long-term plan for the City will require patience, persistence and determination. Over a 15-year time period, cycles in the economy and changes to priorities will naturally occur and it may be necessary to direct resources from one area to another from time to time.

The choices between balancing immediate versus long-term goals, and narrow private interest as opposed to broad public interest will need to be clarified. What may at first appear to be a good short-term decision may have serious implications on the City's ability to achieve its long-term goals. Many examples of this type of dilemma facing the City exist, but the City's recent ability to secure the Belt Line in public ownership is perhaps one of the best. Had the City agreed to facilitate redevelopment on portions of this land, Torontonians would have never been able to enjoy the pleasures of using or walking along this linear open space.

It is also useful to remind ourselves that we are, in fact, all building the City for future generations – and that our short-term decisions will leave a lasting impression for decades and centuries. For example, decisions made by our predecessors to fill in many of the City's ravines for redevelopment purposes have permanently foreclosed any possibility of restoring many of these lands to their natural state. We must be careful today that our decisions to not foreclose similar options for future Torontonians.

2. Learn from the Past

Toronto has learned a great deal about neighbourhood building since it was first incorporated in 1834. Our diverse neighbourhoods of today provide a first-hand opportunity to experience everyday what works well and what does not.

Given the importance of existing and new neighbourhoods in Toronto, this report includes a separate chapter devoted entirely to "Neighbourhoods". The policies advocated in Chapter 5.5 are intended to help us learn from the past and build on our experience in a positive way.

3. Public Commitment to Infrastructure

Toronto has a solid reputation for providing and maintaining a high quality of essential public infrastructure. The quality of our basic services like water, sewers, hydro, garbage collection and street cleaning have contributed fundamentally to our well-functioning City. "Soft services" like parks, schools, day cares, libraries and community centres are also adequately provided in most of the City's neighbourhoods. We must ask ourselves how we can continue to provide this level of service in the face of cutbacks looming on the horizon.

In the future, Toronto, like other levels of government, will be under more pressure to control its expenditures and maximize results with shrinking fiscal resources. In this environment, it will be more and more important for the City to focus its corporate agenda to ensure that adequate public services and facilities are provided as new neighbourhoods are developed.

Torontonians have been willing in the past, and will continue in the future, to pay for high quality public infrastructure. The recent decision by Council to launch a one billion dollar program to place the Toronto Hydro system underground is a good example of this commitment to a long-term public asset that the public is prepared to support.

4. Public Participation

For Torontonians to embrace a vision, they must understand what it is, what it looks like and how they can relate to it. Planning must be brought to the people and the people must be made an integral part of the planning process. More emphasis must be placed on education and understanding. People's ideas about their neighbourhoods and their City should continuously enrich the planning process.

Engaging the community in a positive, pro-active manner in planning decisions on a regular basis would help to demystify City Hall to the average citizen. As a basic operating principle, a move towards more community empowerment and development would be beneficial.

Toronto's tradition of open government has served the City well over the years. As we enter the difficult years ahead, we propose to reaffirm the principle of openness in the planning process to ensure that Torontonians are involved in all decisions that affect their lives. The Cityplan process has been based on this principle. Other initiatives will also need to involve a search for new ways to empower communities to take control of their destinies.

5. Public Will and Partnerships

The first phase of developing a strategic plan is a lot like charting a course and setting sail towards a destination. The tough part is to remain on course in order to arrive at the destination.

Building liveable neighbourhoods over time requires a strong public will, consistent leadership, and partnerships comprising the public, private and community sectors. No one can do it alone. A good working relationship among these sectors is essential for success.

Toronto must focus on its own unique and special qualities, features and characteristics to truly make Toronto the best city it can be.

10
Implementation and Monitoring

The Planning Act sets out the primary means by which the City can implement the goals and objectives described in this report, namely, through Official Plans, Zoning By-laws and site plan review. This report addresses many aspects of implementation, but has focused primarily on amendments to the City's Part I Official Plan. To fully implement the vision described in this report, City Council will need to change more than just the Part I Plan. Part II Plans will need to be amended, as will the general provisions of the Zoning By-law and its land use, density and height maps. Detailed development review guidelines will also need to be developed for various parts of the City.

Clearly, not all of these changes will happen at once. As was the case with the Central Area Plan in 1976, the implementation of the Plan's goals and objectives will occur over a period of time, and include several subsequent major amendments to the Part I Plan and a number of Part II Plans. Also, in this report, we are recommending that the City seek new legislative powers in order to implement several of the proposals, a process that will take time, and will result in some delay.

This report, therefore, represents the beginning of the process of change. It includes proposed amendments to the Part I Plan for the City and contains proposals for changes to the land use regulations for the Central Core only. These proposals will inform the development of policies, plans and zoning amendments for various parts of the City outside the Central Core and for existing Part II Plans.

The new regulatory system for mixed-use areas proposed in Chapter 8 has focused on changing the existing Official Plan policies and land use categories, and has sketched out proposals for other controls, including built form and recreation space. Considerable further work will be needed to bring this preliminary work to fruition in the form of specific Plan statements, general Zoning By-law categories and associated regulatory controls, and urban design plans. This work will have to be wrapped up prior to a Final Report on Cityplan '91. Once this task is completed and the changes to the regulations for Main Streets are concluded, the task of revisiting all of the Part II Plans both within and outside the Central Area, with a view to bringing these into compliance with the new directions, can begin in earnest. These aspects of the proposals, therefore, will necessarily be implemented over a period of time.

This chapter addresses five areas of implementation:

i) "Exactions and Bonusing" summarizes how the Plan will deal with the use of bonusing (Section 36 of the Planning Act) and the broader issue of financing public benefits;

ii) "Legislative Changes" describes the new powers which the City will have to seek in order to fully implement the Plan;

iii) "Monitoring" examines the proposed monitoring system for the Plan that will enable Council to track the Plan's successes and failures over time;

iv) "Integrating the Proposals Report with the Existing Plan" briefly outlines how the existing plan would be changed if the proposals in this report were adopted; and

v) "The Process from Here" looks at the immediate future, and the process of public review and input into producing a Final Cityplan '91 Report.

10.1
EXACTIONS, BONUSING AND DENSITY TRANSFERS: MECHANISMS FOR ACHIEVING PUBLIC OBJECTIVES

10.1.1
SUMMARY

A major thrust of the 1991 Plan will be to establish a land use plan and regulatory system which provides for clear, understandable and predictable development outcomes, based on a consensus about how the City should look, feel and function, especially in the public realm. The implications of this kind of approach, among other things, are that:

i) the regulations will be prescriptive and emphatic, setting out as definitively as possible, in qualitative and descriptive terms, what built form is intended in any particular area of the City;

ii) there will be a greater emphasis on the relationship between height and density, with height becoming at least as important as density when considering the impact of development on, the quality of, the public realm;

iii) to meet these objectives, and in order to address public concern over the practice of securing public benefits through the use of "bonusing", the new Plan will need to limit the use of density bonuses and transfers, placing a greater emphasis instead on the qualitative aspects of development; and

iv) in order to continue to finance public amenities needed to support future growth, the new Plan will need to rely on a system of generally applicable levies and requirements to achieve certain objectives.

The 1991 Plan cannot entirely abandon bonusing, because, in the current legislative environment, certain public objectives, particularly those respecting heritage preservation, social housing, and day care, could not be achieved without this mechanism. However, the future use of this tool will be limited to very specific situations, and consistent with the emphasis in the Plan on the qualitative aspects of development. This report proposes that density bonusing, that is, density provided in exchange for public benefits, should only occur within predictable built form envelopes. Additionally, as discussed elsewhere, the Plan seeks to limit site specific amendments, which is how bonusing has mostly occurred in recent years. This could be accomplished by establishing a new regulatory system which could accommodate change in the context of site or area specific constraints and opportunities. This is discussed in more detail in Chapter 8.

The Plan will continue to include limited density exemptions for community services and facilities, and will clarify that this exemption also applies to small-scale arts and cultural facilities. However, these exemptions will be quite limited in size, as they currently are in the Plan, in order to ensure that the built form and physical environment objectives of the Plan can still be met. The importance of keeping these provisions of the Plan is that they still provide opportunities to secure public space in private developments for community services and facilities. The opportunity to take advantage of the exemption should, however, be conditional on an agreement between the owner and the City to provide the space to a non-profit group at a rent which reflects no land cost.

The heritage bonus provisions of the existing Plan will continue to apply, with modifications, in certain parts of the Central Area until additional legislative authority is available to preserve historic buildings without the need to bonus. In addition, the existing Official Plan policy in Section 1A.42 (d) which permits density to be transferred from designated buildings that are to be used for the performing arts will be retained, also with modifications, in parts of the Central Area. We consider it necessary to continue to use both of these mechanisms because the City has limited authority under the Ontario Heritage Act to secure privately held landmark buildings.

In the Financial District, where significant commercial employment is expected, and at Bloor and Yonge, the Plan will provide for new "conversion" bonuses. These conversion bonuses would essentially allow the owner of a lot to substitute commercial floor area in place of residential floor area otherwise permitted on the site, at a certain specified rate, in exchange for among other things, providing land for social housing and fully equipped non-profit workplace daycare centres, rent-free. In no case, however, could the commercial density exceed the total density permitted on the lot in such districts. No such bonuses are proposed to apply to the other commercial-residential districts in the Core.

The existing 25 percent residential density bonus for social housing will also be eliminated from the Plan in those areas where it currently applies, in order to ensure that development respects the built form and the physical environment objectives of the Plan. However, in order to continue to advance the City's housing goals, we are proposing that the City seek to introduce new mechanisms into the Plan, and seek additional legislative authority, to allow it to require affordable housing to be provided in private developments.

These new measures will include "inclusionary zoning" (which means that a certain number of units in new housing developments would have to be made available for affordable housing) and a levy on commercial development of $107.00 per square metre for affordable housing (a Housing-Employment Linkage Fee). Despite our proposal to eliminate the 25 percent social housing density bonus, we expect that the combined effects on land costs for market housing,of the Section 41 park levy, a Bill 20 (Development Charges Act) levy on residential development for municipal services, should Council decide to enact one, and the impact of the inclusionary affordable housing requirement will allow non-profit housing producers to continue to compete in the land market for housing sites, because non-profits would be exempt from these exactions.

The Plan will also provide for existing legislative powers to be used to impose levies on new development to secure parks and other municipal services to sustain continued growth. In this regard, we are proposing that the Plan be amended to increase the parks levy requirement for new residential development in the Central Core, as provided for under Section 41 of the Planning Act, 1983. Additionally, in order to meet our objectives for providing adequate community and support services, both for new and intensifying neighbourhoods as well as for major employment centres, this report assumes that City Council will pursue its authority under Bill 20 to impose levies on commercial and residential development throughout the City, and that the

In the Financial District and other high density office areas commercial floor space could be substituted for residential if non-profit workplace daycare centres are accommodated.

City will pressure other levels of government to provide greater funding for community services generally.

We are also proposing that the City seek special legislation to levy for a Percent for Public Art program, as discussed in Chapter 7.7.

10.1.2
BACKGROUND

There has recently been a great deal of public debate and controversy surrounding the evolution of bonusing to achieve public benefits in the City of Toronto. More particularly, this concern has focused on the practice of securing public benefits in the context of site specific Official Plan amendments authorizing increases in density. Similarly, the public has expressed significant concern over the (infrequent) use of density transfers, again largely in the context of the site specific Official Plan amendment process.

In fact, the 1976 Central Area Plan provided for both bonusing and density transfers or "exchanges". (In the existing Plan, density transfers actually involve an exchange of equivalent amounts of residential and commercial density between two "small" lots in mixed-use areas.) To a large extent, where these established bonusing and density transfer "rules" were followed (although relatively few in number), the public did not seem to have the same degree of concern as with developments where bonuses or transfers were authorized in the context of site specific amendments to the Official Plan.

One possible conclusion based on this observation is that the site specific amendment process itself lies at the heart of public concern, and not the mechanisms of bonusing or transfer of development rights, per se. If this were the case, then a simple solution for Council would be to stop amending the Plan on that basis and to only consider bonus or density transfers in the context of area specific or City-wide amendments. In this way, all landowners would be treated equitably, predictably and consistently.

However, it may helpful at this point to consider why it has been possible for Council to amend the City's Plan so readily in this fashion, what the implications of this practice have been, and why the practice has actually escalated in recent years. With a few exceptions, notably the Low Density Residence Areas, the Plan as it is currently structured does not offer a clear understanding of what its built form and physical environment intentions are. As stated in the *Cityplan '91 Background Report No. 21: The Living Downtown Study*, which is discussed in Chapter 8, this deficiency was particularly problematical in the Mixed Commercial-Residential Areas of the 1976 Plan, especially in the higher density mixed-use areas. The regulations were precise numerically, in terms of the maximum permitted density expressed either in units per hectare (uph) or floor space index, but, in any particular designation, each of the density figures could generate wildly different building forms. And the units per hectare system of calculating residential density, although prescribing a maximum number of units, had no actual floor area limit for residential uses. Consequently, it was not possible to predict how large a mixed-use building would be under this system. Except in the case of Areas of Special Identity, where the intended character and quality of the area was conveyed through descriptive statements, the

Plan was vague, and lacked a coherent vision about how the City and its new downtown neighbourhoods should develop.

But, at the same time that the Plan failed to clearly define the physical context for development, it offered built-in opportunities to exceed its density numbers by authorizing, under certain circumstances, increases in density in exchange for specific benefits. For example, additional bonus floor area was available for social housing, community facilities, and heritage preservation. The City's relative success in achieving its objectives through these exemption and bonus provisions was variable, but in no case could one say that the existing bonus provisions were working as well as had been expected.

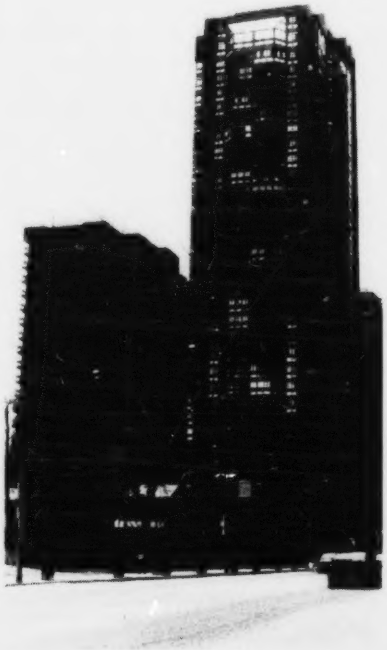
In the years following the adoption of the Central Area Plan, the problems facing the City, particularly with respect to providing affordable housing, became increasingly pressing, while the effectiveness of the tools provided for in the Plan (the bonus provisions) diminished over time. In this context, the stage was set for further site specific amendments which extended the bonusing provisions to achieve these same objectives, simply by having the bonus density available in the Plan.

There can be no doubt that the practice of widespread bonusing through site specific amendments was fuelled by the recent sustained economic growth and development in the Region generally and in downtown Toronto in particular. In all likelihood, the existing Plan's failure to prescribe a clear and emphatic vision, and the less than satisfactorily structured bonusing provisions of the Plan, played a minor role in generating a rash of site specific applications for bonuses in the face of this economic imperative. But, because of the tremendous development interest and pressure which was perceived to be largely responsible for, among other things, the growing affordable housing crisis, City Council legitimately felt that it urgently needed to respond in any manner that it could. It was perhaps natural and logical for Council to attempt to harness that interest and potential wealth in the service of public objectives, and it is in this context that we should assess the current practice of bonusing.

At the same time that Council was increasingly using bonusing on a site-by-site basis to further the City's objectives, a growing sense of public unease began to emerge with the direction that was being pursued. The issue in many minds was not so much whether the Plan should be amended, since most people would agree that, from time to time, any plan must be adjusted to better reflect, among other things, changing public values and expectations. The real question was whether the negotiated site specific Official Plan amendment process should become the City's primary form of ongoing development control.

One of the major questions that we have had to grapple with during the course of developing Cityplan '91 is the extent to which bonusing should continue to be used in the land use planning context, and to what extent can and should the City seek other mechanisms to achieve public needs and objectives.

The answer to these questions, and the ultimate resolution of the public debate over whether bonusing should continue to be used is a matter both of practicality (i.e., what legislative authority does the City actually have at its disposal, or is it likely to get, in order to implement the Plan's objectives), and of political consensus (how, and to what extent can we, as a society, expect the private land development industry to contribute toward the provision of what are considered to be "public" goods and services). This report puts forward for public discussion an implementation framework for the 1991 Plan which is predicated on a number of fundamental assumptions respecting these and related matters, as discussed more fully below.



Under the unit per hectare system of calculating residential density, it was not possible to predict how large buildings would be.

10.1.3
DIRECTIONS

The framework for implementing the 1991 Plan should be based on a clearly established set of first principles. For the purposes of the Proposals Report, we are putting forward the following principles. On the basis of these principles, we have subsequently outlined a specific implementation strategy.

The Principles

1. The Plan must be more prescriptive and more predictable in its development outcomes and give greater emphasis to the impact of private development decisions on liveability and the quality of the public realm.

2. The public sector (including all levels of government) must take direct responsibility for ensuring the provision of adequate public services and amenities in support of new growth, and distributing the costs for such services and facilities over the broadest possible base, in the most progressive manner.

3. The private development industry must be encouraged to expand its role for financing the cost of growth-related public goods and services, but this must be done in a predictable, equitable manner, while taking into account the public policy implications of shifting these costs.

10.1.3.1
The Plan Must Be Prescriptive and Predictable

Elsewhere in this report, we have emphasized the need for the new Plan to prescribe a collective vision. These are important expectations of any Plan, but in the context of the present discussion of bonusing, they have particular relevance. If the built form and environmental consequences of development are seen as important in determining the quality of public spaces, and if more prescriptive and predictable regulations for private development will better safeguard and enhance the quality of the public spaces, then not only will we need to establish a genuine consensus about how the City should develop and the extent to which every new development should contribute towards realizing this objective, but we will also need to ensure that bonus density, if it is to be permitted at all, can be accommodated within the prescribed built form.

This principle has immediate implications for how the City should continue to use Section 36 of the Planning Act (the bonus provisions) in the new Plan, since such provisions can, depending upon the size and extent of development, undermine the predictive and prescriptive nature of the Plan. It also has implications for the existing "small sites" density transfer (exchange) policies of the Plan. (Extensive background work has been done in both of these areas in recent years. Previous studies should be read to gain a full understanding of the implications for certainty and predictability in the land use regulatory system of the use of both these instruments.)

If we are to recognize the importance of built form and the physical environment on the quality of the public realm, then we must limit the use of bonus provisions, as much as possible, to situations where their physical impact will be neutral or negligible. In other words, bonusing should be limited to those situations where the bonus density can be accommodated within a prescribed building envelope. In the context of the new mixed-use regulatory system discussed in Chapter 8, this would mean generally confining bonuses to those situations where the Plan, for reasons of policy, will allow the permitted residential floor area on a lot to be converted to commercial space. These areas are limited to the Financial District and the Bloor/Yonge intersection. In these areas, the rate at which a developer could substitute commercial floor area for residential floor area would be set in a predetermined formula. In exchange, the developer would have to provide to the City such matters as land for social housing and on-site or near-site workplace daycare facilities. We are also proposing that Council authorize conversion bonuses in exchange for land which would be conveyed to the City for parks in certain park- deficient areas of the Central Core (as identified on Map 5.8). Such bonus density would be authorized only for park land provided in excess of that which must be provided under Section 41 of the Planning Act.

10.1.3.2
The Public Sector Must Take Responsibility to Provide Public Amenities

In addition to promoting liveability and the quality of the public realm through the land use regulatory system, the Proposals Report urges City Council to acknowledge and accept its primary responsibility for ensuring that needed public services and amenities are provided in a timely fashion to support growth and development. In stating this as a guiding principle, we are not suggesting that the private sector be absolved of any responsibility for assisting in the financing of these services and amenities. On the contrary, the private land development industry has a clear role in helping to pay for growth-related costs, a role which is embodied in the Planning Act under Section 41 (the parks levy) and which, to a large extent, has been institutionalized by the Province with the passage of Bill 20, the Development Charges Act.

However, the public sector must assume the overall responsibility for planning and ensuring the timely provision of public services and amenities. This would require, as discussed in Chapter 7.3 of this report, that Community Service and Facilities Strategic Plans be prepared for various areas of the City which are currently deficient, or which are either experiencing, or are intended to accommodate, significant growth. An implementation strategy, which would set out the measures that will be undertaken to ensure that needed services are provided, will be prepared at the same time as the Community Services and Facilities Strategic Plan. This new comprehensive planning initiative may also ultimately conclude that City Council should expand its role to directly provide certain capital facilities (such as daycare and multipurpose community centres), that it seek funding from other levels of government for such purposes or, alternatively, that it use powers available to it under the Planning Act, the Municipal Act, or any other legislation to limit development until such time as adequate public facilities are available to service growth.

10.1.3.3

Bonusing or Exactions: The Role of the Private Sector

Using the land use regulatory system to secure private sector contributions toward the provision of public goods is not a new phenomenon; many North American cities use bonusing for this purpose, and increasingly more are making creative use of impact levies and linkage fees in the pursuit of public objectives. City Council has only recently made use of its powers under Section 41 of the Planning Act to require park conveyances, or payment-in-lieu, for new development. The Development Charges Act now authorizes municipalities to impose a levy on new development for its share of the net growth-related capital cost of municipal services.

However, using the land use regulatory system in this way has not been without considerable controversy and ongoing public debate. Perhaps not surprisingly, the development industry, if it were forced to choose between bonusing and exactions, would undoubtedly favour bonusing. The general public, on the other hand, seems increasingly to prefer the use of exactions and requirements to achieve these objectives. At any rate, all parties to the debate seem unified on one point: no one appears to wish to finance costly municipal growth exclusively through a property tax system universally regarded as regressive.

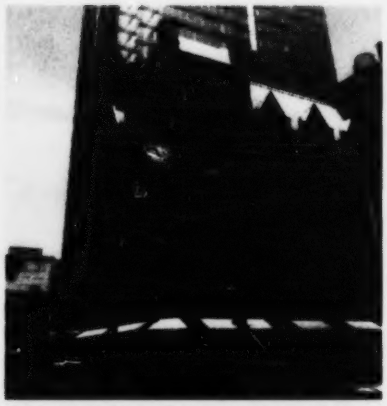
At issue in the debate over whether to bonus or to levy are divergent public and private expectations about the extent to which the public is entitled to share in the wealth that has been generated through the collective land development process. The debate centres on the question of whether the private sector should be compensated for providing needed public benefits, in the form of additional (bonus) density or, conversely, be compelled to contribute toward financing such facilities as a condition of any development or redevelopment. In the City of Toronto, this debate over the extent to which the public is entitled to share the wealth created through the land development process, and particularly, where the City has helped to create additional value by authorizing more density, appears to have largely eclipsed the debate over the planning merits of bonusing or of the use of Section 36 of the Planning Act.

The 1991 Plan has addressed this question head on. It is very clear that in the coming years the City will continue to face enormous problems and needs that will demand ever more costly and effective solutions. Public needs for, among other things, affordable housing, community and recreation facilities, daycare centres, parks and cultural facilities, will continue to expand, and City Council will need to respond. This report, therefore, proposes a strategy which includes an important role for the City in responding to these needs together with other levels of government, and suggests that the private sector also assume a larger share of the responsibility for financing these expectations in the form of increased levies and requirements, such as the Housing Employment Linkage Fee and Inclusionary Zoning.

10.1.3.4
Specific Bonus and Transfer Proposals

Heritage Preservation

The only exception to the proposal that the general bonus provisions in the Plan be limited to "conversion" bonuses, would be with respect to the existing heritage bonuses (Section 1A.42 of the current Official Plan). We are not proposing to delete these provisions from the Plan, primarily because the City has very limited authority regarding the preservation of privately held historic buildings. We consider this bonus provision to be essential and, in the absence of any new legislative authority, we feel it should be reaffirmed. Some adjustments to the existing provisions of Section 1A.42, however, are necessary and are discussed in detail in Chapter 5.4.



In the absence of any other legislative tool, we are proposing to retain the existing density bonus for preserving heritage buildings.

Community Services and Facilities and Arts Facilities

We are also proposing that the limited density exemptions for community services and facilities be continued, and that these exemptions be extended to include small-scale arts and cultural facilities. These density exemptions are not likely to have significant built form implications due to their very limited size, and they may be needed in the future to ensure that adequate community space can be accommodated in new or growing neighbourhoods. For a more detailed discussion of the proposed exemption policies, see Chapter 7.3.

The Social Housing Bonus

Introducing a new regulatory system as proposed in this report, with its greater emphasis on the public realm, the qualitative aspects of development and more predictable built form outcomes, would imply that the existing 25 percent social housing bonus in mixed-use areas should be deleted. The original social housing density bonus policies were introduced for mixed-use areas in the 1976 Central Area Plan Review. These provisions do not currently apply within other land use designations, such as Residence Areas, although the principle of granting additional density for social housing projects is enshrined in the City of Toronto Act, and has gained some currency in practice through site specific Official Plan amendments. As we have already discussed, this is a controversial practice that has expanded almost exponentially in recent years throughout the City.

It may be useful in the present context to briefly review the history of the social housing bonus. The bonus was originally devised to allow the private sector to take advantage of the Rent Supplement Program which was operated by the Province. Under this bonus scheme, the planners of the day assumed that the developer of a private rental project (condominium ownership was still an untested form of tenure at the time) who elected to build the bonus density could receive essentially the same rate of return for the social units, under the Rent Supplement Program, as he would receive for private market units. As it turned out, this is not what happened. Private developers instead embraced the condominium form of tenure and did not want to mix social units with market housing within their projects. Additionally, the Rent Supplement Program turned out not to be generally viable within the City of Toronto for a host of other reasons.

As originally conceived, the 25 percent bonus was never intended or expected to result in buildings that were 25 percent larger than buildings with no bonus. This is because, under the original system, before it was modified by the Ontario Municipal Board, purely residential buildings could never make full use of the total density available in mixed-use districts. For the owner of a parcel of land in a mixed-use district to erect a building up to the total density, he would have had to include both commercial and residential uses. (The OMB subsequently allowed residential buildings to make full use of the total density, but only through a rezoning.) Instead, planning staff and Council assumed that developers would try to maximize commercial floor area within a mixed-use form of development, and, in fact, this is what the regulations encouraged. The 25 percent bonus could then only be applied to the residential component of a mixed-use building, with the result that overall building bulk was expected to increase by about 10 percent if the bonus were to be used. In other words, as originally envisaged, the social housing bonus was never expected to have significant builtform implications.

With the effective collapse of the Rent Supplement Program in the City, the social housing bonus assumed a new, largely unforeseen role in mixed-use areas by establishing a more "level playing field" for social housing producers competing against private developers for housing sites. The units per hectare system (which was the only means of calculating residential density in mixed-use areas prior to 1985) regulates the number of units but not their size, or the total residential floor area. Consequently, under market conditions prevailing in the early 1980s, this system, in effect, provided a built-in incentive for private developers to build large units, substantially larger than the average social housing unit. In other words, there was an implied bonus for large units under the uph system. Social housing units could not be as large as the private market units because senior government funding formulas did not allow large social housing units to be built. Without the 25 percent social housing bonus, which allowed for a greater number of units, social housing producers operating within the uph system would have been penalized, and would not have been able to effectively compete for land.

At the time, Council and Planning staff welcomed this use of the bonus system because, although it represented an unintended consequence of the original policy, it nevertheless provided opportunities for social housing producers to secure sites, without adversely affecting building form. Under prevailing market conditions, the bonus generally resulted in buildings which were comparable in size to private condominium projects with 25 percent fewer, but substantially larger, units.

When the floor space index (fsi) option for calculating densities in mixed-use areas was introduced in 1985, confusion began to emerge over how densities were calculated, what the density limits represented, and the social housing bonus. At that time, major shifts were occurring in the Toronto housing market. Following the recovery from the 1981 recession, private developers sought to produce smaller units, while residential land values began their meteoric climb. The fsi option did not include a 25 percent social housing bonus; in fact, City Council explicitly rejected including the bonus at the time. As the average size of a private market unit decreased over time and approached the average size of a social housing unit, social housing producers (operating within Provincial funding programs) found that their ability to compete was seriously eroded. And, as land prices quickly escalated, the situation deteriorated further. Social housing producers mounted a campaign to make the 25 percent bonus available under the fsi option as well as the uph option. This recommendation found its way into the *Living Room II*

Report. It was also reiterated by the Commissioner of Planning and Development in a report to Council as recently as 1987, but has never been implemented.

In the years that followed, the lack of a coherent system for regulating buildings in mixed-use districts, and the growing incidence of site specific Official Plan Amendments, made the question of whether a social housing bonus should be included under the fsi option something of a moot point.

What can we distil from this rather brief history of social housing bonuses? First, it is clear that social housing producers, constrained by inadequate Provincial funding programs (Maximum Unit Prices or MUPs), look to the City to create, through its bonus provisions, a "level playing field" in the housing land market. City Council is well aware of the dynamic that this expectation engenders in a buoyant market, and has extensively debated this issue virtually every time it has had to decide on an application for an Official Plan Amendment that involves a social housing project. Second, the underlying logic for the existing bonus provisions has now become obscure. While under the original bonus provisions we anticipated slightly larger buildings (in the range of 10 percent larger), when a social housing component was included, as market conditions fluctuated, both the way the bonus was used and the size of buildings that resulted, varied widely.

In the final analysis, we must ask if it is prudent to continue a bonus simply because it is there even though its logic has become obscure. Or, should we turn instead to the first principles upon which the new system is to be based, to assess whether density bonuses are appropriate in that context. This report takes the view that the latter is the only reasonable and viable course to pursue.

If our objective is to create land use regulations which result in predictable building forms, then we must accept that a system of bonuses which results in over-sized buildings would fundamentally conflict with this objective. Under our proposed new regulations, entirely residential buildings will be permitted up to the maximum total density in all mixed-use areas. The maximum total densities will be determined on the basis of considerations such as:

i) sunlight and wind conditions on streets and open spaces;

ii) achieving a consistent profile of buildings along a street and fitting new buildings into a neighbourhood context; and

iii) promoting a high quality residential environment.

The fundamental objectives upon which the densities were initially determined would be subverted if City Council were to permit residential bonus densities and allow buildings to be built beyond these maximum densities.

This discussion poses two basic questions:

i) is it reasonable to compromise the underlying principles on which the land use plan is based and to change the regulatory system accordingly, in order to better achieve social housing objectives; and

ii) is a social housing bonus necessary to promote a more "level playing field" in the land market, or are other mechanisms available to achieve this end?

Our conclusion is that rather than continuing to rely exclusively on the use of a bonus system to meet social housing objectives, we should instead pursue other means to secure the provision of social housing including exactions and requirements. If our fundamental rationale for assigning a particular level of density to a given site is based on our objectives for creating a predictable built form and high quality physical environment, then by introducing a general bonus provision, such as the existing 25 percent social housing bonus, we could end up undermining this rationale and casting the basis of the planning designations into question. Under these circumstances, a more appropriate mechanism to achieve social housing would be a direct requirement or levy for social housing which would be applied equally to every square foot that is built.

We feel that through the proposed "conversion" bonus provisions which will secure land for social housing, as described earlier, the Housing-Employment Linkage Fee, which will generate cash for social housing, and inclusionary zoning requirements the City's affordable housing objectives can be met without the 25 percent bonus. Also, by actually applying levies and exactions to private market housing, we will be addressing the issue of promoting a "level playing field". Social housing projects will be exempt from both Section 41 and Bill 20 levies. The combined effects of the Section 41 park levy, a Bill 20 levy on residential development for municipal services, and the impact of an inclusionary affordable housing requirement on private market housing should make non-profit housing producers capable of competing in the land market for housing sites, even if the 25 percent social housing density bonus is eliminated.

This Plan proposes to allow density transfers only in the case of heritage buildings which are to be used for the performing arts.

Density Transfers

Creating a land use and regulatory system which emphasizes the qualitative aspects of development and provides for more predictable buildings implies that the small sites density transfer policy (Section 3.1 (o) of the Plan), as it applies to Medium and High Density Mixed-Use Areas and the Financial District, should be rescinded. The intent of this policy, which was added in 1976 in response to specific land owner objections, was to give the small land owner the same flexibility as the owner of a large site in a higher density mixed-use district to "disaggregate" commercial and residential uses into two separate towers. When the 1976 Central Area Plan was under discussion, a number of landowners argued that the mixed-use policies, especially at higher densities, discriminated against the owners of small lots, since these landowners would essentially be forced to build integrated mixed-use buildings, purportedly at a premium to the developer. In fact, this policy has been used as intended on only two occasions since it was introduced 15 years ago.

One of the effects of the proposed new regulatory system for mixed-use areas, discussed in Chapter 8, is to reduce the commercial development potential in many of the mixed-use areas to better reflect the Cityplan '91 objective of promoting housing and building new residential neighbourhoods. As a consequence, the difficulty of accommodating commercial and residential uses in a single tower (i.e., the problems which originally inspired the need for the small sites policy) no longer seems to apply.

As discussed in detail in Chapter 5.4 of this report, however, we are proposing to retain the density transfer policies aimed at preserving heritage buildings which are to be used for the performing arts. This mechanism allows the owners of designated heritage buildings which include key facilities for the performing arts to realize the value of the unused density on their sites without actually having to build on the site containing the heritage buildings. Such a policy seems appropriate, particularly in view of the fact that the owners of adjacent sites can put up buildings using all of their permitted density without any impediments.

10.1.4
OVERVIEW

The system of density bonusing that has been used in recent years by the City to achieve public benefits, such as affordable housing, workplace daycare and the preservation of heritage buildings, has generated a fair degree of public concern. Yet the need for providing these facilities to accommodate growth and change continues while the opportunities to finance the costs of the facilities through tax revenues continue to shrink.

Throughout this report we have emphasized the need to create a regulatory system which provides a predictable and understandable built form outcome, particularly as it affects public spaces. For this reason, and in response to the recent public concern about density bonus, we are proposing to shift the spectrum for financing the capital costs of needed growth-related public facilities away from bonusing towards a system of levies and exactions. The reason for this approach is to ensure that the private development industry continues to participate in financing new needed public facilities which are generated by development activity. We have approached this territory cautiously and backed up our proposed changes with detailed studies.

In the end, it is the quality of life in the City and its physical attractiveness that will make this a good place to live and to do business. Our challenge, the challenge we have tackled head-on in Cityplan '91, is to pull together all parts of the community to achieve this objective. This chapter summarizes how such a challenge can be met, by the City, by other levels of government and by the private sector.

10.2
LEGISLATIVE CHANGES REQUIRED

10.2.1
SUMMARY

In order to implement some of the policies in the proposed new Official Plan, City Council will need to seek additional legislation from the Province.

In order to implement several of the policies in the proposed new Official Plan, City Council will need to seek additional legislative authority from the Province. In some cases the authority would be in the form of province-wide amendments to the Planning Act, as in the case of enhanced powers under Section 40 of the Planning Act (dealing with Site Plan Control) to adequately address environmental matters. In other cases the legislation would be more specific to the City of Toronto, and consequently amendments to the City of Toronto Act or some other form of special enabling legislation would be appropriate. The City Solicitor should be requested to report on the form of legislation required in each instance.

The areas where this Report urges seeking additional legislative powers include:

i) authority to implement the proposed Housing-Employment Linkage Fee;

ii) authority to implement the proposed inclusionary affordable housing program (further study on the nature of the specific program requirement is needed);

iii) enhanced powers under Section 40 to make requirements respecting environmental conditions and additional powers regarding Natural Area protection and preservation of trees;

iv) stronger heritage preservation tools;

v) authority to levy for a Percent for Public Art program; and

vi) clarification that the higher park land dedication standard under Section 41 of the Planning Act proposed in this report will apply to the residential portion of a mixed-use building.

10.2.2
New Legislation For Affordable Housing

We are recommending that two new "exactions" be applied to new development in the City, in order to advance the City's affordable housing goals and objectives. The first is the proposed Housing-Employment Linkage Fee that would apply to all new commercial development in the City, and would initially be set at $107.00 per square metre for the purposes of acquiring land for and supporting the construction of affordable housing. The second is the inclusionary affordable housing program that would require a specified proportion of units in all new residential developments in the City be set aside for affordable housing. The details of this latter program are still under study at this time, but we anticipate that new legislation will be needed to implement any such program in the future.

10.2.3
New Legislation for the Environment

Although Site Plan Review under Section 40 of the Planning Act does not give municipalities authority to impose conditions for a full range of environmental concerns related to new development, City Council has recently taken some important steps by requesting proponents of major developments to provide plans for waste reduction and management, water conservation, energy conservation, and automobile minimization, among other things, in the context of the Section 40 approval process. The proposed Environmental Development Performance Standards described in Chapter 4 represent a further effort to ensure that all new developments will be environmentally-sound. While the lack of explicit authority under the Planning Act has not prevented Council from acting in this area, it is clearly prudent and desirable that the Province be urged to provide a comprehensive and sound legal basis for the environmental review process outlined in this report.

A second area where explicit legislative authority may be needed is in support of the proposed Natural Area and Environmentally-Sensitive Area (ESA) designations. While the City can clearly restrict uses in such areas where the City is the landowner, it is not clear that the City has the authority to prohibit or restrict uses and activities in Natural Areas or ESAs that are owned by other public bodies or higher levels of government. In order for these policies to be effectively implemented, the City should seek additional powers from the Provincial government to regulate uses within such publicly-owned areas.

Additional powers are also needed to address concerns respecting the preservation of trees on private property and on publicly owned property where the City is not the owner.

Legislative authority may be needed to support the proposed policies for Natural Areas and Environmentally-Sensitive Areas.

10.2.4
New Heritage Legislation

Several amendments to the Ontario Heritage Act are proposed in this report. In particular, as discussed in Chapter 5.4, Council should request the Province to amend Part V of the Act respecting Heritage Conservation Districts to include the following:

i) establish controls over alterations and demolitions while the area is under study (i.e., is defined as a Study Area);

ii) extend control over alterations to the entire property, including landscaping;

iii) provide for delegation of Council's approval power over minor alterations;

iv) provide for implementation of an interim control mechanism in conjunction with the establishment of a Study Area; and

v) allow for powers that are available under Part IV of the Heritage Act to deal with unauthorized alterations.

Existing Heritage legislation is also inadequate in terms of protecting trees and heritage landscapes.

The Ontario Heritage Act should be strengthened to protect heritage landscapes such as the south lawn of Osgoode Hall.

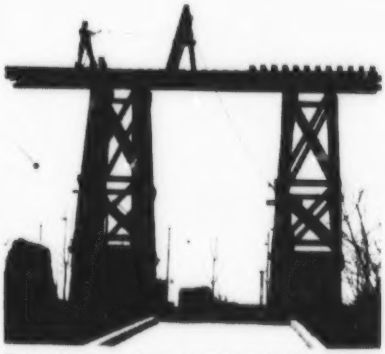
The Act should therefore be strengthened to afford better protection for these valuable heritage assets.

City Council should also seek Provincial support for a comprehensive system of tax incentives for heritage preservation. Without such an alternative to bonusing, it is unlikely that the City will ever be able to abandon the use of this instrument to secure privately held heritage buildings. Further work in this area is needed, and is recommended elsewhere in this report; however, the need for explicit legislative authority in the future to implement such a program is clear.

Another concern related specifically to heritage buildings is the impact on such buildings of redevelopment occurring on adjacent sites. Heritage legislation does not currently afford any protection for heritage structures when redevelopment takes place nearby, even though the impact of adjacent development can be significant. Section 40 of the Planning Act provides some control over the massing and design of buildings, but explicitly excludes control over matters such as architectural detail, materials, colours, etc. The City's inability to regulate these matters is of particular concern when an adjacent heritage building may be adversely affected. The City should therefore, seek additional legislative authority, at least in these instances, to regulate the architectural detail of new buildings.

10.2.5
Percent For Public Art

In Chapter 7.7, we recommend that City Council expand the one percent for public art policy to all development proposals over a threshold size of 20 000 square metres. In addition, we are recommending that in developments of over 25 000 square metres, 25 percent of the one percent allocation should be provided in the form of a cash contribution to a municipal public art fund. In essence this latter recommendation amounts to a new levy for public art for which the City does not currently have legislative authority, but such powers should be sought.


The report proposes that one percent of the cost of buildings over 20 000 square metres be devoted to public art.

10.2.6
Amendments to Section 41 of the Planning Act

Chapter 5.3 contains proposed policies for parks and open space, including an Official Plan policy statement to support a revised (higher) Section 41 parks levy for medium and high density residential developments on large sites and in new neighbourhoods. This higher standard is sanctioned under the Planning Act, provided City Council has amended its Official Plan to include the new standard. Unfortunately, the current wording of the Planning Act appears to suggest that the revised standard could only be applied to purely residential buildings, and not the residential portions of mixed-use buildings. Of course, in the Central Area, most new residential development occurs in the form of mixed-use buildings. Thus, unless the Act is amended to clarify that the alternative standard can also apply to the residential component of a mixed-use development, it will not be possible to properly implement the revised standard nor to secure the necessary parkland to support future residential growth.

We are also recommending that the City request the Province to amend Section 41 to increase the maximum parks levy of two percent for commercial development to better reflect the need for parks resulting from commercial development in the Central Core. The current standard is wholly inadequate to generate land or revenue to properly service growth in employment that results from commercial development in the City's downtown.

The Planning Act needs to be amended to permit higher park levies for the residential part of mixed-use buildings.

10.2.7
OVERVIEW

The approach in the Cityplan '91 planning exercise has been, for the most part, to work within the legislative framework that currently governs planning in Ontario. However, in a few instances, as summarized in this chapter, these planning controls appear inadequate to address the evolving needs of the City in the future. For these limited purposes, we are proposing that the City Solicitor be requested to seek legislative changes to allow the City to better address environmental protection initiatives, affordable housing objectives, heritage preservation, public art and park acquisition.

10.3
MONITORING

In the years between major plan reviews, social and economic trends and circumstances can change. The accepted premises on which many of our proposed policies and targets are based may no longer ring true. If we can monitor key trends and keep abreast of the shifts, we can make the needed adjustments to reach those targets. For this reason we are proposing a wide ranging program of monitoring which would let us know how effective our policies for housing, office, transportation and environmental quality were, and give us the information to help us keep on track. This monitoring program would include:

- annual and quinquennial reviews focusing on the relationship between commercial development, employment growth, residential intensification and trips into the Central Area;

- surveys to compile reliable and up-to-date information on the changing population profile of the City's residents and work force and their activities;

- regular checks on our success in meeting environmental targets and developing environmental standards; and

- an audit by the Healthy City office every three years on the "State of the City" and our success in meeting the civic objectives outlined in the Plan.

10.3.1
The Role of Monitoring

Monitoring is a necessary tool required to put policy into effective practice. A thorough and up-to-date system of monitoring will provide Council with the information it requires to measure the effectiveness of policies towards achieving the goals and objectives adopted through the Official Plan. The concept of monitoring is central to a dynamic and strategic approach to policy planning which acknowledges the need for flexibility to fine-tune programs and policies in response to changing social, economic and environmental conditions.

10.3.2
Keeping Track in a Rapidly Changing World

The period since the introduction of the 1976 Central Area Plan has seen rapid changes which have touched all facets of life in the City. Changes in the size and composition of households, the cost and supply of housing, and the immigrant stream have greatly influenced the social composition of City neighbourhoods. Economic forces, demographic shifts and technology have transformed the workplace. Rapid growth has quickly given way to slow or no growth in response to cyclical swings in economic performance.

New uncertainties loom on the horizon. What is the long term impact of the Free Trade Agreement on the regional economy? What is Toronto's role in the global marketplace? How will emerging technologies influence the way we live and work?

In addition to all of this, and of paramount concern to the community, are the effects of growth, development and urban activities and behaviour on the quality of the environment.

Within this context of change, uncertainty and concern, the need for a much broader and more effective system of monitoring is readily apparent.

We need to measure and evaluate changes in the rate at which we grow, how we work and travel, our lifestyles, housing requirements, and the impact of our actions on the environment. Some of these forces are external and beyond our immediate control. But many more are directly influenced by local policies and actions.

10.3.3
An Expanded Framework for Monitoring

When the 1976 Central Area Plan was approved, a monitoring program was established focusing on changes in office development and housing production within the Central Area. Since that time, it has become evident that the monitoring program will need to be expanded to include a much broader range of indicators related to the Official Plan policies. It is also clear that the relationship between indicators, notably residential intensification, growth in Central Area employment and levels of peak period commuting flows are just as important as the indicators themselves. With the expiry of key elements of the 1976 Plan in 1991, a new and expanded framework for monitoring must be established which recognizes the significance of these changes.

The Central Area remains the premier employment centre of the Toronto Region and experiences the greatest intensity of peak period commuting trips. It also has the greatest potential for residential redevelopment in the City. The relationship between Central Area employment and population growth, as well as changes in the volume and characteristics of travel behaviour into the Central Area during peak travel periods, will be important in evaluating the success of the new initiatives proposed for the 1991 Plan.

The monitoring program which will be established by staff of the Planning and Development Department to track these changes will include annual reports evaluating key indicators related to Official Plan policies for the Central Area and the City as a whole. The annual program of monitoring will be supplemented by monthly updates on the status of commercial development activity in the Central Area as well as regular updates of key economic indicators at a regional level.

In addition, we are proposing to undertake a thorough review on a quinquennial (five year) basis. Based on information provided through the comprehensive monitoring program, the quinquennial review will evaluate the extent to which the land use/transportation nexus relationship described in Chapter 6 is evolving as expected, and whether or not adjustments to the Plan are required. If necessary, Council may amend the Plan at this time, to achieve the desired balance of commercial and residential growth in the Central Area. The review will also evaluate the extent to which the housing objectives outlined in Chapter 7.2 have been accomplished.

10.3.4
Key Indicators Included in the Reviews

The monitoring program will specifically include a review of the following key indicators:

i) Monthly changes in the supply and distribution of office space within the Central Area, including the amount of office space built, under construction, approved or under consideration.

ii) Annual changes in the level and characteristics of City and Central Area employment with special emphasis on trends in the office and industrial sectors.

iii) Annual changes in the supply of housing in the City and Central Area, with particular emphasis on population growth and increases in the supply of social housing.

iv) Annual changes in travel volume and changes in the method of travel of commuters crossing the Central Area Cordon during peak periods, with particular emphasis on trends in the use of the automobile.

Their analysis will be supplemented by periodic surveys of residents and workers in order to measure and evaluate changes in home-to-work commuting patterns and to solicit public opinion regarding civic and community services.

In addition, the reviews will include:

v) A summary of key economic indicators at the regional level, including changes in the rate of growth of the regional labour force, and changes in levels of employment and unemployment, participation rates and labour force characteristics.

vi) Changes in the supply and distribution of commercial office development at the regional level with an emphasis on efforts to increase the concentration of employment opportunities in employment nodes which are well served by public transit.

vii) A review of key office market indicators including changes in supply, demand and vacancy rates in the Central Area and office sub-markets throughout the Toronto Region.

viii) Continuing analysis of annual trends in office floor space per worker ratios (FSWs).

10.3.5
Monitoring the Environment

The quality of the environment, whether it relates to the air we breathe, the water we consume, the buildings we design or the land we occupy, has repeatedly been identified as a major concern by the community. Accordingly, a wide ranging and comprehensive set of policies related to the quality of the environment have been introduced in this document. An inter-departmental data collection process must be established to enable Council to monitor, evaluate and report periodically on the success of its environmental initiatives, including environmental performance standards for new development, natural area protection policies and environmental targets and standards. A complete discussion of environmental initiatives and the environmental monitoring program is included in Chapter 4 of this report.

10.3.6
Use of Surveys

Rapid changes in the social and economic make-up of the City and the rapid growth of newly developing communities make it increasingly difficult for planners to develop an accurate and detailed picture of those areas where the greatest changes are occurring. These are often the same areas that require detailed assessments to determine the type and extent of services, facilities and programs needed to support the population. Traditional sources of demographic data such as the Census, generally lag several years behind the actual settlement of many of the newly emerging communities. In these cases, virtually no reliable and up-to-date information is available to guide decision making at a time when it is needed most.

The Central Area Residents Survey (CARS), developed for the Cityplan '91 exercise, demonstrated how surveys can be effectively used to provide a reasonably accurate profile of population characteristics without incurring great expense in a short period of time. The data can be used to project the likely characteristics and requirements of communities still being planned. In addition, the surveys can be used to generate feedback from the general public on their perception and evaluation of the level of municipal services provided.

We are, therefore, recommending that the use of surveys continue as a means for collecting timely and reliable demographic information and feedback from City residents.

10.3.7
Corporate Action Audit

The comprehensive outreach program undertaken as part of the Cityplan '91 process has given City staff clear direction as to public priorities as well as providing extremely useful suggestions for civic action. It is clear that the solutions to many of the problems facing us today begin with local initiatives.

Responsibility for these initiatives frequently cuts across departmental boundaries and involves other levels of government, the business community and the general public. The City can play a valuable leadership role by taking action where it can and by advocating change where necessary. However, given the broad range of issues and the shared responsibility, it is often very difficult to get a clear and comprehensive picture of the impact and effectiveness of civic actions.

We are, therefore, recommending that civic staff include an audit of corporate action in the "State of the City" report which will be produced every three years by the Healthy City Office, beginning in 1991. The audit will highlight action taken by City departments to deal with many of the pressing concerns identified through the Cityplan '91 process. This regular corporate review would provide City Council, civic staff, the business community and the general public with the opportunity to take stock and be kept informed of progress in various City initiatives.

In addition, the citizens of Toronto should be given every opportunity to be involved in and to comment on work done by the City and to suggest areas for new action or improvement. This public feedback should be coordinated through the Healthy City Office and directed back to the appropriate staff.

10.3.8
Developing a Sound Information Infrastructure

Finally, many of the issues identified in the Cityplan '91 review process underline the need for the City to continue to refine its efforts to collect, store, share and analyse information in a more effective manner. The introduction of new technologies in the form of corporate data bases, geographical information systems (GIS) and computer modelling techniques will make it possible for staff to share and make much more effective use of information - an extremely valuable resource. GIS technologies will enable staff to integrate, analyse, display and create new information by combining computer mapping and data-base technologies. Three-dimensional modelling will enable planners to create realistic perspectives of new buildings and communities before they are constructed. These new tools will provide a much more effective method of communicating ideas about urban design and planning to the public, thereby increasing public awareness and responsiveness to the planning process. The City of Toronto has also recently established a Freedom of Information Office to facilitate access by the general public to corporate information and to improve public understanding and awareness of City actions.

An informed public with ready access to accurate, up-to-date and understandable information is an essential foundation for a well-managed and properly planned City. The monitoring program outlined in this chapter is intended to provide accurate and up-to-date information both for City Council and for the public, in order to improve decision-making.

10.4

INTEGRATING THE PROPOSALS REPORT WITH THE EXISTING OFFICIAL PLAN

As has been described throughout this report, where new Official Plan statements are recommended, these are intended to either replace, amend or add to the statements contained in the existing Official Plan. Each chapter contains a summary of how the proposals would affect the existing relevant provisions of the Plan. Please refer to these discussions for a better understanding of the proposed changes. The net result of all these changes, once the statements proposed in this report have been integrated with the existing Official Plan, will be a document which is considerably altered from the current Plan.

Some sections in the existing Plan will be shorter, for example, the current Section 1A "The Central Area". This section now contains an exhaustive set of policies describing the role of the Central Area, office development, retail services, housing, institutions and physical form and amenity. Some of the statements describing the role of the Central Area will remain, but the statement dealing with the thrust of the 1976 Plan (1A.3), for example, will be replaced. Other statements dealing with Central Area office development (1A.4 to 1A.12) will also be replaced, as discussed in Chapters 6 and 7.1 of this report. The statements dealing with Central Area retail and service uses (1A.14 to 1A.17) will be replaced or amended with statements proposed in Chapter 7.5. Still other statements will be relocated to other sections of the Plan, such as the Institutional section, the Community Improvement section, or the new Heritage or Built Form sections.

In other instances, an entire section may virtually be replaced, for example, Section 3A "Mixed Commercial-Residential Areas". The current policies dealing with Mixed Commercial-Residential Areas will be replaced with policies as outlined in Chapter 8 of this report. These proposals place greater emphasis on built form and the quality of residential development, and among other things, propose that the units per hectare density system be eliminated and that the floor space index method of calculating residential density be used in Mixed-use Areas.

In still other cases entirely new sections, addressing policy areas previously neglected in the Plan, will be added, for example, a "Neighbourhoods" section and a section on the "Environment". We are also proposing to add new "stand alone" Sections for "The Arts", "Heritage" and "Built Form". In these latter cases, some policy statements already exist in the Plan. Not only are these inadequate to guide future development of the City, but we also feel that these policy areas deserve appropriate recognition and prominence in separate sections of the Plan.

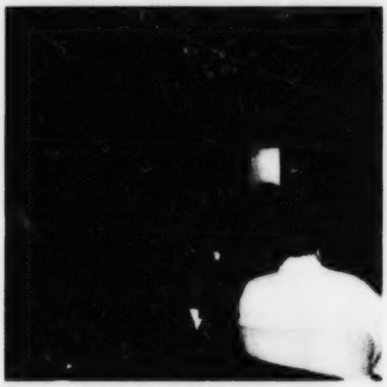
Finally, in some cases the existing sections of the Official Plan will remain essentially unchanged, for example, Section 2 "Residence Areas".

There are also sections of the Plan that have not been explicitly discussed in this report where changes will be needed, both for technical, housekeeping reasons, and to address additional concerns that have been identified, but which for reasons of time and space could not be dealt with in detail in this report. For example, Section 1 of the Official Plan, called "The Structure and Quality of the City", contains many statements of a general nature which refer to themes or policy areas which are elaborated upon in other parts of the Plan. The entire section should be replaced with a tighter introduction and summary of the Plan. It should also include reference to all of the themes and principles which frame the Plan. This section will have to be rewritten once the proposals in this report have been considered by Council, but specific new wording has not been proposed at this time.

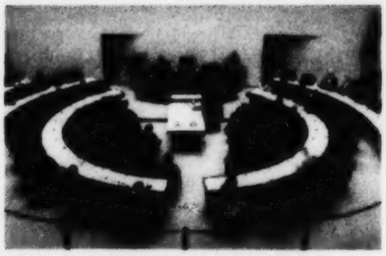
In other instances, as in the case of Section 8, "Implementation", certain out-of-date references to holding by-laws, as well as provisions that are now obsolete or expired, will need to be deleted. Provisions should also be put in the Plan for the passing of temporary use by-laws which do not otherwise conform to the Plan. These matters are also not discussed in this report, but will have to be addressed prior to a Final Report on the 1991 Plan.

This Proposals Report is an important step in the process that will result in a new Plan for the City of Toronto. At this stage it would be impossible to give an exhaustive, detailed picture of the changes that will be made to the existing document. However, the Final Report on Cityplan '91 will contain a full description of the changes to the existing Plan that will result from the review.

10.5
THE PROCESS FROM HERE



Coming soon to your neighbourhood – public meetings to discuss these proposals.



City Council, after hearing all of the public's comments, will give staff directions on what to include in their final recommendations.

This is a Proposals Report. It is a beginning not an end. Despite the sheer bulk of the report and what to some may seem like the authority of the printed word, we fully expect that some of the proposals contained in the report will be changed in response to the public debate that will follow its publication.

Staff of the Planning and Development Department have taken their cue from the Cityplan '91 Task Force and from the thousands of Torontonians who participated in the Cityplan '91 outreach program, and have tried to express their concerns in proposed policy statements and civic actions set out in this report. The next step is to take these proposals back into the public arena to give every citizen of Toronto a chance to review and critique them.

We understand that most Torontonians do not have the time to read a document of this size, so a summary is being prepared to be distributed to all households in Toronto. This summary will also inform Torontonians of the dates and locations of public meetings to be held in July, August, September and October 1991. Each summer meeting will focus on a specific theme – such as the environment, urban design or housing. The meetings in September and October will be held in neighbourhoods throughout the City and give area residents an opportunity to discuss how the Plan will affect their own neighbourhood as well as the City as a whole.

Staff will record the views expressed at these public meetings, collect all of the written submissions, and report on these to the City's Land Use Committee and City Council once the public meetings are completed. City Council will consider this Proposals Report and the public's comments, and give direction to staff as to what should be dropped, added or expanded in the next stage – a Final Recommendations Report. The Final Recommendations Report will be prepared by the staff of the Planning and Development Department in consultation with the City Solicitor. It will contain the refined Official Plan Statements as well as the amendments to the City's Zoning By-law to implement the new Plan. There is a tremendous amount of legal work involved at this stage to produce the Final Recommendations Report and the production of the Final Recommendations Report in 1992 will be a considerable task. Once the Final Recommendations Report is released, Council will call additional public meetings to discuss the contents, before finally adopting the Official Plan and Zoning By-law Amendments. If, at the end of this process, we are still unable to please all of the people all of the time, and there are objections to the new Official Plan and implementing Zoning By-law amendments, these objections will be heard and ruled upon by the Ontario Municipal Board, a Provincially-appointed board which adjudicates planning disputes.

Democracy takes longer and demands more, but is well worth the effort. In the end, we will hopefully have a Plan that takes the City in the direction that Torontonians want for their collective future.

CREDITS

This report is the product of the work of thousands of employees, consultants, elected officials and residents of the City of Toronto. All have shown real dedication and a commitment to making this report a reality. Special thanks is owing to the following individuals and groups of Torontonians:

The thousands of Toronto residents and workers who sent us letters, filled out survey forms, or participated in focus groups or public meetings.

All staff of the City of Toronto Planning and Development Department.

The members of City Council.

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- Metropolitan Toronto Labour Council
- South East Toronto Industrial Action Organization
- Toronto Environmental Alliance
- Toronto Fashion Industry Liaison Committee
- Toronto Home Builders Associattion
- Toronto Recycling Action Committee
- Toronto Society of Architects
- Urban Development Institute
- Women Plan Toronto
- Yonge Street Mission
- Toronto City Cycling Committee
- Annex Residents Association
- Confederation of Residents and Ratepayers Associations
- Toronto Mayor's Committee on Aging
- All Saints Open Door Drop-in Centre
- Anduhyaun Native Women's Residence
- 416 Drop In Centre
- Metro Family Residence
- Na-Me-Res Drop In/Native Men's Residence
- Robertson House
- St. Christopher House
- Seaton House
- StreetCity
- Members of the Cityplan Interfaith Committee

A special thanks to Vince Pietropaolo for the use of photographs and images of Toronto from his personal collection, and for the many hours he stood in the rain waiting for the perfect shot.

MAP APPENDIX

9.1 Current Official Plan Part I Designations in the Central Core Area
9.2 Proposed Official Plan Part I Designations in the Central Core Area

9.7 Proposed Structure Plan for the Central Waterfront

9.9 Current Official Plan Designations Outside the Central Area

9.10 Current Official Plan Designations in the Central Area Outside the Core

9.11 Strategic Initiatives for the City (beyond the Central Core)

Maps 9.1 & 9.2

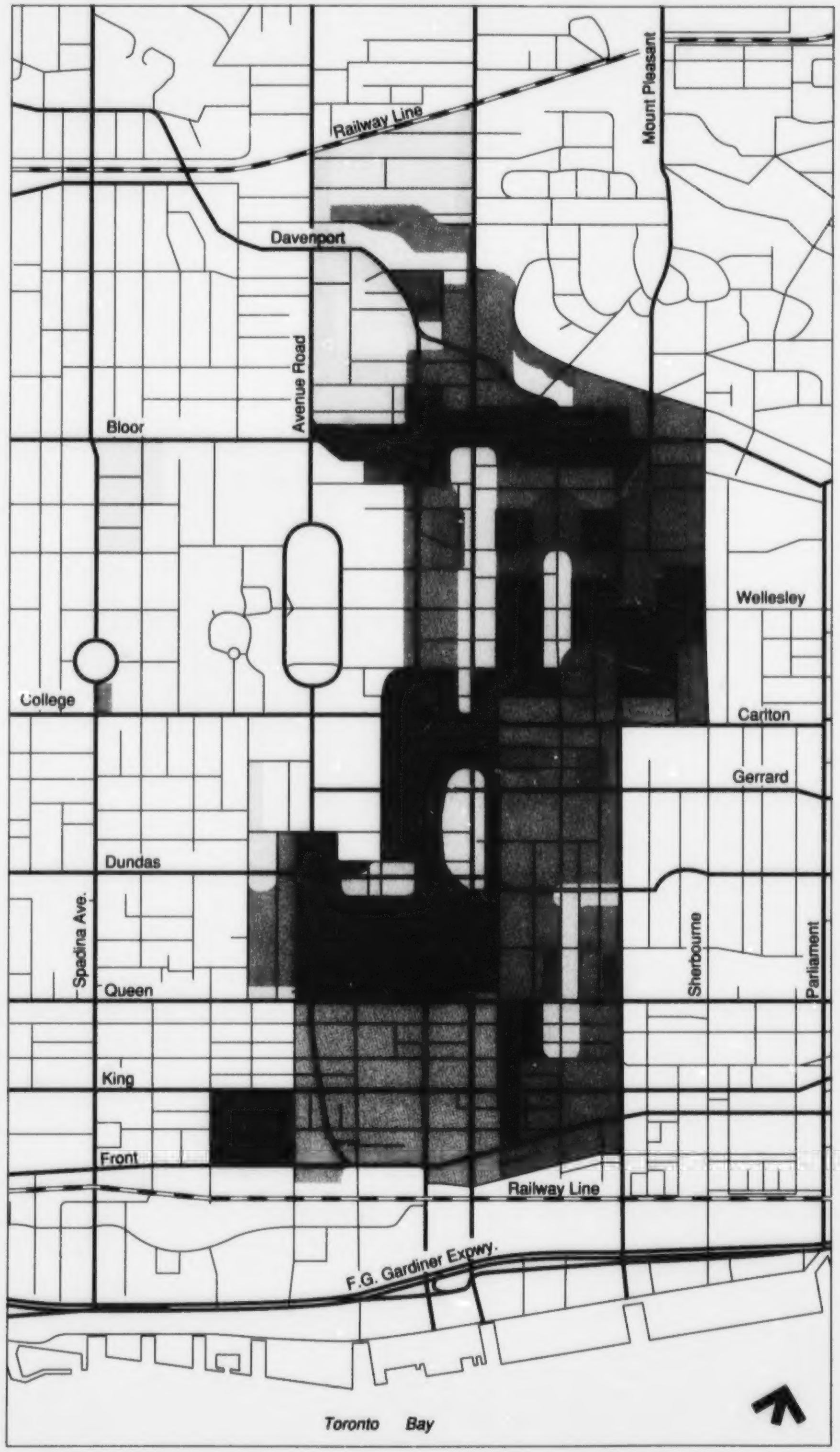
Official Plan Part 1 Designations in the Central Core Area

Map 9.1 (Existing Designations)

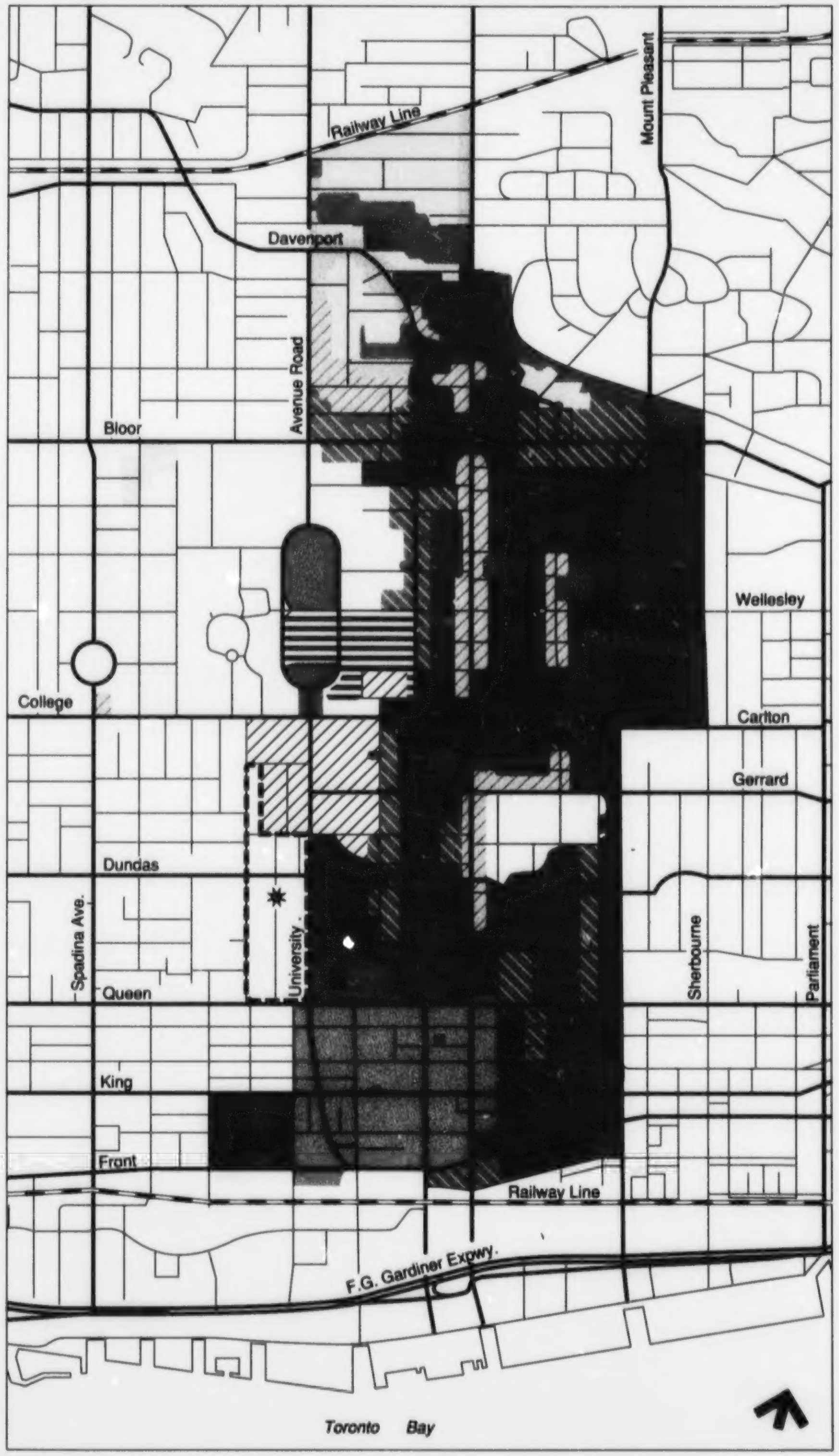
- ⬜ Low Density Residence Areas
- ▦ Medium Density Residence Areas
- ■ High Density Residence Areas
- ⬜ Low Density Mixed Commercial-Residential Areas
- ▒ Medium Density Mixed Commercial-Residential Areas
- ■ High Density Mixed Commercial-Residential Areas
- ░ The Financial District
- The Institutional District
- ▒ Open Space

Map 9.2 (Proposed Designations)

- ⬜ Low Density Residence Areas
- ▦ Medium Density Residence Areas
- ■ High Density Residence Areas
- ⬜ Houseform Scale Mixed-use Area
- ▨ Low-rise Mixed use Area
- ▦ Mid-rise Mixed-use Area
- ▨ Medium Density Mixed-use Area
- ■ High Density Mixed-use Area
- ░ The Financial District
- University Area
- ▨ Hospital Area
- ☰ Queen's Park Government Area
- ▦ Open Space
- [✱] No change proposed at this time


Railway Line
Mount Pleasant
Davenport
Avenue Road
Bloor
Wellesley
College
Carlton
Gerrard
Dundas
Spadina Ave.
Queen
Sherbourne
Parliament
King
Front
Railway Line
F.G. Gardiner Expwy.
Toronto Bay

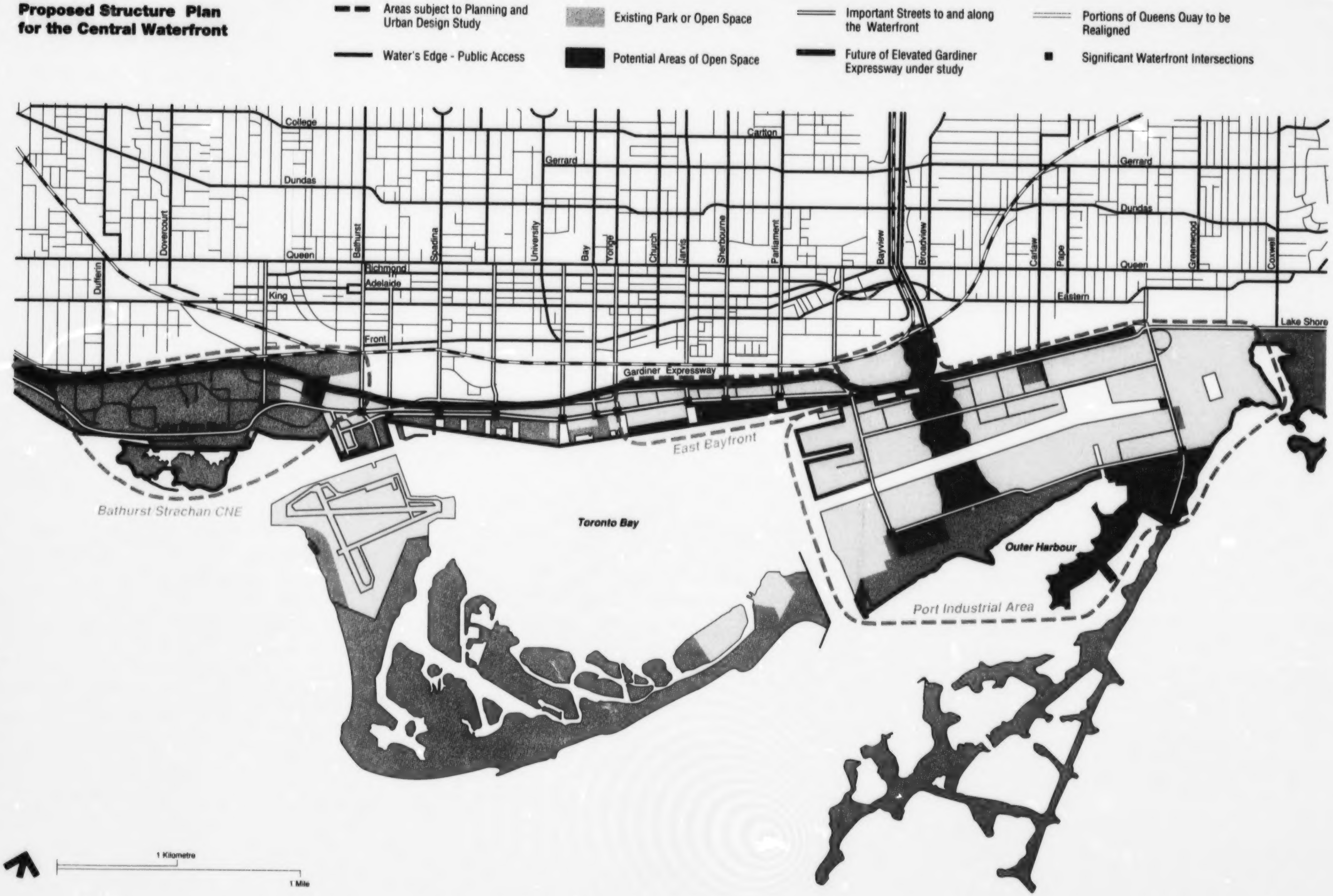
Map 9.1 **Current Official Plan Designations**


Railway Line
Mount Pleasant
Davenport
Avenue Road
Bloor
Wellesley
College
Carlton
Gerrard
Dundas
Spadina Ave.
University
Queen
Sherbourne
Parliament
King
Front
Railway Line
F.G. Gardiner Expwy.
Toronto Bay

Map 9.2 **Proposed Official Plan Designations**

Map 9.7

Proposed Structure Plan for the Central Waterfront


Areas subject to Planning and Urban Design Study
Water's Edge - Public Access
Existing Park or Open Space
Potential Areas of Open Space
Important Streets to and along the Waterfront
Future of Elevated Gardiner Expressway under study
Portions of Queens Quay to be Realigned
Significant Waterfront Intersections
College
Carlton
Gerrard
Dundas
Gerrard
Dundas
Queen
Richmond
Adelaide
King
Front
Dufferin
Dovercourt
Bathurst
Spadina
University
Bay
Yonge
Church
Jarvis
Sherbourne
Parliament
Bayview
Broadview
Carlaw
Pape
Queen
Greenwood
Coxwell
Eastern
Lake Shore
Gardiner Expressway
East Bayfront
Bathurst Strachan CNE
Toronto Bay
Outer Harbour
Port Industrial Area
1 Kilometre
1 Mile

Map 9.9

Current Official Plan Designations Outside of the Central Area

Residence Areas

░ Low Density Residence Areas

■ High Density Residence Areas

Mixed Commercial Residential Areas

░ Low Density Mixed Commercial-Residential Areas

▨ Medium Density Mixed Commercial-Residential Areas

■ High Density Mixed Commercial-Residential Areas

Commerce Areas

● District Commerce Centre

Institutional

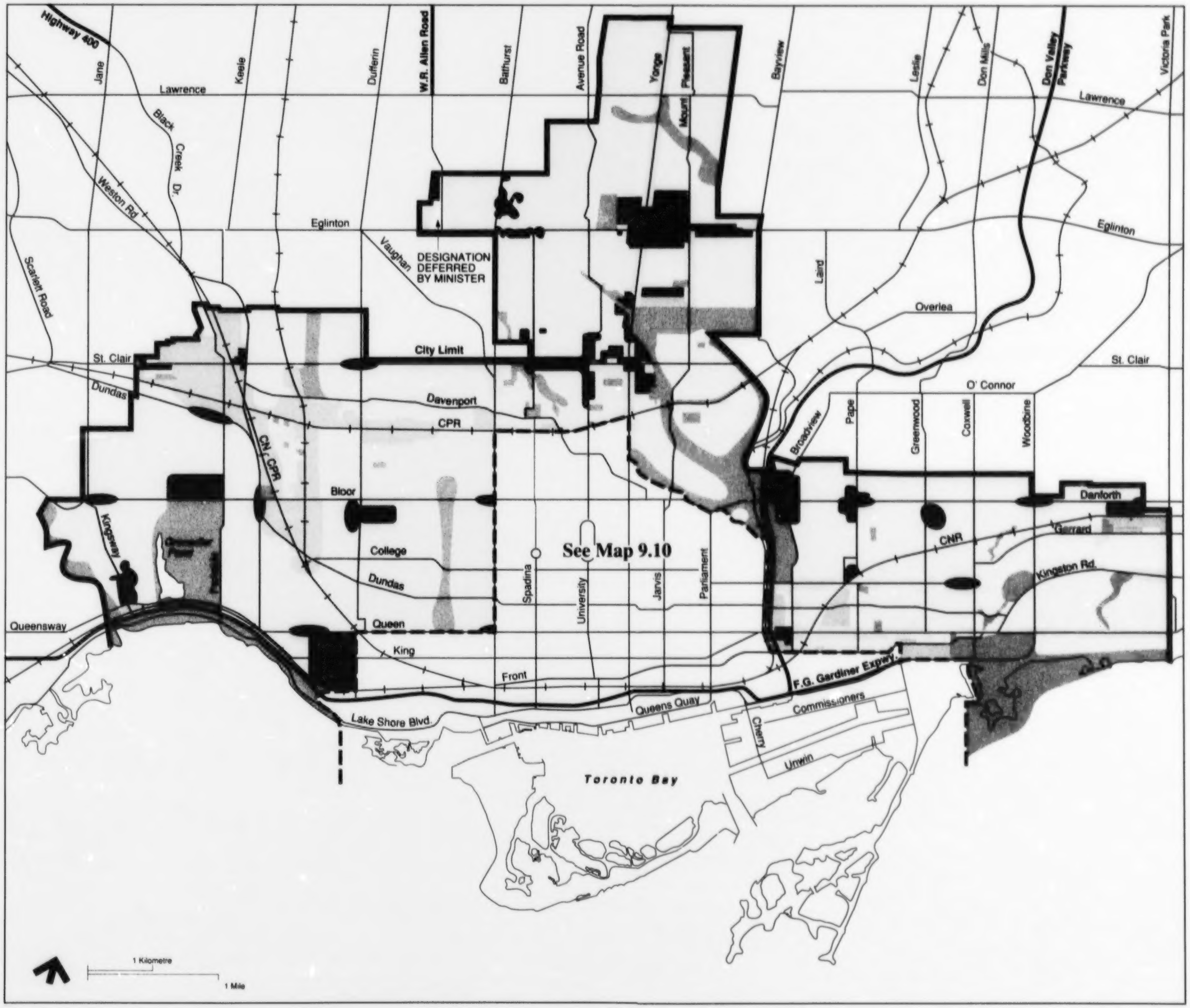
■ General Use Areas

▨ Open Space

Industrial Areas

░ General Industrial Areas

░ Mixed Industrial-Residential Areas


Highway 400
Jane
Keele
Dufferin
W.R. Allen Road
Bathurst
Avenue Road
Yonge
Mount Pleasant
Bayview
Leslie
Don Mills
Don Valley Parkway
Victoria Park
Lawrence
Black Creek Dr.
Weston Rd
Eglinton
Vaughan
DESIGNATION DEFERRED BY MINISTER
Scarlett Road
Laird
Overlea
St. Clair
City Limit
Dundas
Davenport
CPR
O' Connor
Broadview
Page
Greenwood
Coxwell
Woodbine
CN CPR
Bloor
Danforth
Kingsway
College
See Map 9.10
Gerrard
CNR
Kingston Rd.
Spadina
University
Jarvis
Parliament
Queensway
Queen
King
Front
F.G. Gardiner Expwy.
Lake Shore Blvd.
Queens Quay
Cherry
Commissioners
Unwin
Toronto Bay
1 Kilometre
1 Mile

Map 9.10

Current Official Plan Designations in the Central Area Outside of the Core

Residence Areas

░ Low Density Residence Areas

▒ Medium Density Residence Areas

■ High Density Residence Areas

Mixed Commercial Residential Areas

░ Low Density Mixed Commercial-Residential Areas

▒ Medium Density Mixed Commercial-Residential Areas

■ High Density Mixed Commercial-Residential Areas

Commerce Areas

● District Commerce Centre

The Institutional District

■ General Use Areas

▒ Open Space

Industrial Areas

░ General Industrial Areas

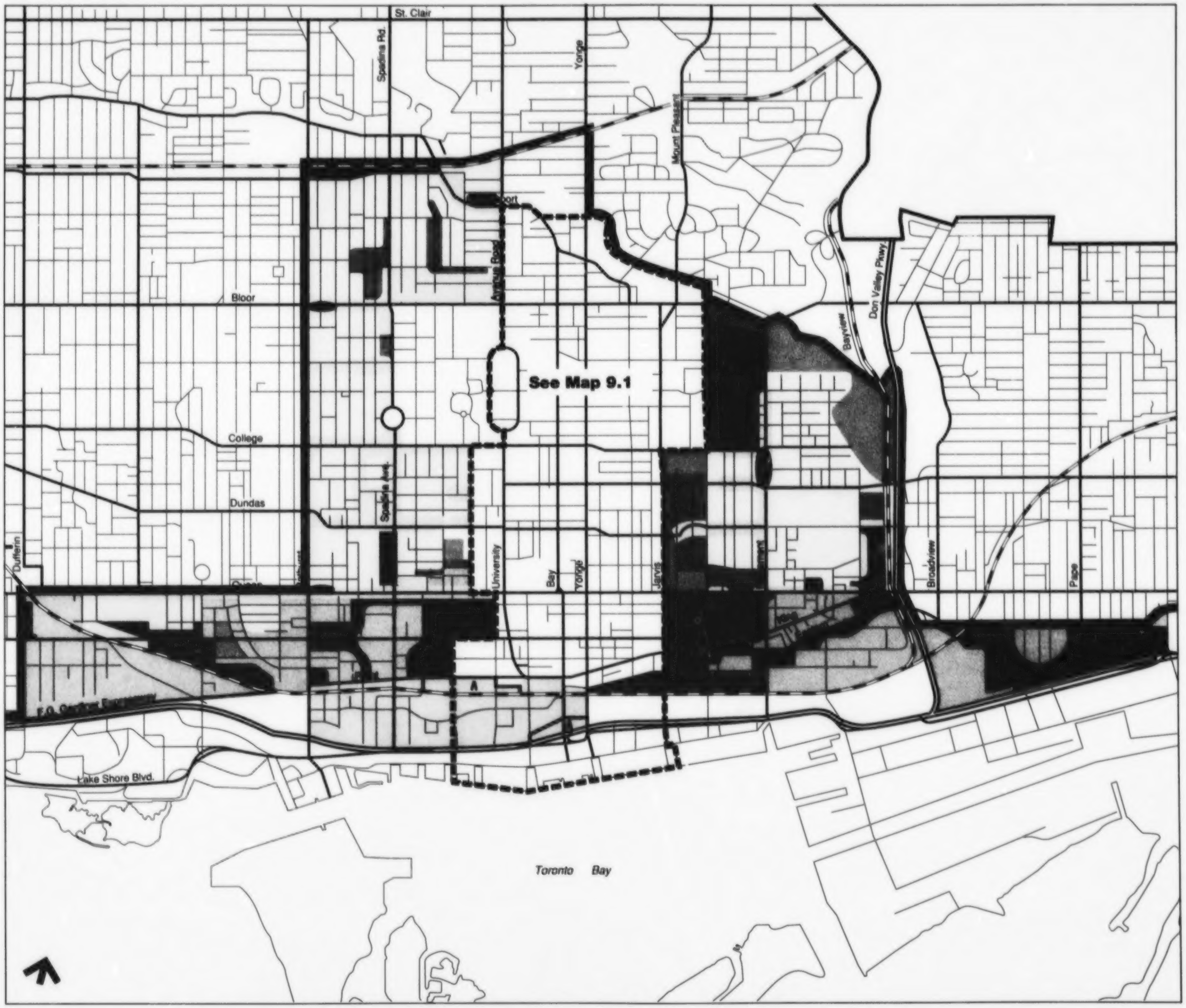
■ Restricted Industrial Areas

▒ Mixed Industrial-Residential Areas

░ Railway Lands
The letter 'A' denotes those parts of the Railway Lands subject to Section 5.20(g) of the Official Plan

▬ ▬ ▬ Central Core Boundary

▬▬ Central Area Boundary


St. Clair
Spadina Rd.
Yonge
Mount Pleasant
Bloor
Avenue Road
See Map 9.1
Bayview
Don Valley Pkwy
College
Dundas
Spadina Ave.
Dufferin
University
Bay
Yonge
Jarvis
Broadview
Pape
A
F.G. Gardiner Expressway
Lake Shore Blvd.
Toronto Bay

Map 9.11

Strategic Initiatives for the City (beyond the Central Core)

Studies Underway

Emerging New Neighbourhoods: Queen-Dufferin /Bathurst - St. Clair / Ataratiri

▬ Main Streets

▬ TTC Lands Study

▨ Area Studies - East of Main / Bloor-Junction /Gooderham & Worts / "Triangle" Lands

---- Beltline Implementation

Proposed Studies

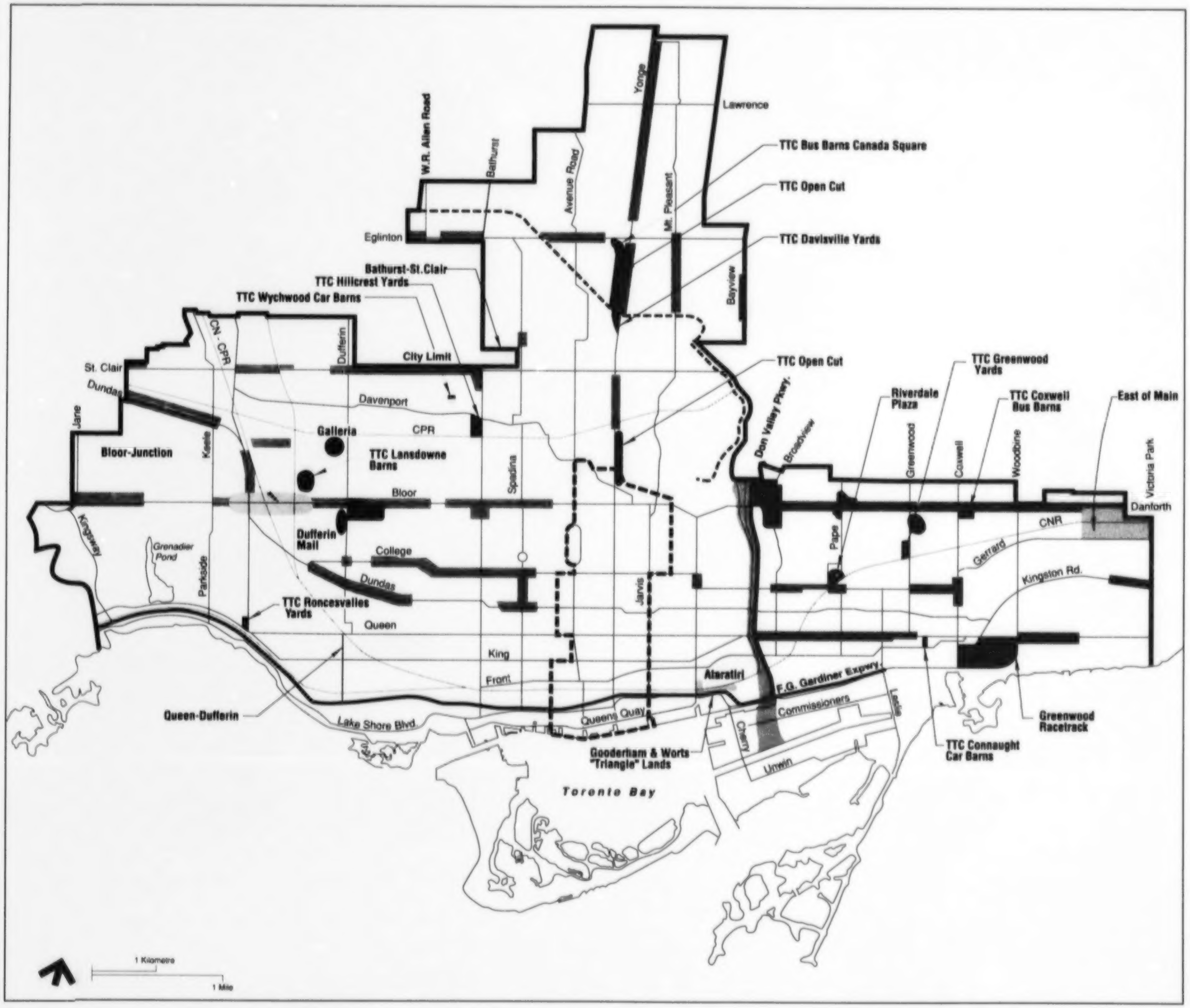
● Shopping Centre Sites: Riverdale Plaza /Dufferin Mall / Galleria

▬ High Density Residence Areas

▬ Greenwood Racetrack

▨ Don Valley Restoration

▬ ▬ Central Core Boundary



Lawrence
Yonge
W.R. Allen Road
Bathurst
Avenue Road
Mt. Pleasant
TTC Bus Barns Canada Square
TTC Open Cut
TTC Davisville Yards
Eglinton
Bayview
Bathurst-St.Clair
TTC Hillcrest Yards
TTC Wychwood Car Barns
CN - CPR
Dufferin
City Limit
St. Clair
Dundas
Davenport
Jane
Galleria
CPR
Keele
Bloor-Junction
TTC Lansdowne Barns
Spadina
Bloor
Kingsway
Dufferin Mall
Grenadier Pond
College
Parkside
Dundas
TTC Roncesvalles Yards
Queen
Jarvis
King
Front
Queen-Dufferin
Lake Shore Blvd.
Queens Quay
Gooderham & Worts "Triangle" Lands
Ataratiri
TTC Open Cut
Don Valley Pkwy.
Broadview
Riverdale Plaza
TTC Greenwood Yards
TTC Coxwell Bus Barns
East of Main
Greenwood
Coxwell
Woodbine
Victoria Park
Danforth
CNR
Pape
Gerrard
Kingston Rd.
F.G. Gardiner Expwy.
Commissioners
Leslie
Cherry
Unwin
Greenwood Racetrack
TTC Connaught Car Barns
Toronto Bay
1 Kilometre
1 Mile